

**CITY OF CARMEL-BY-THE-SEA**

**LOCAL COASTAL PROGRAM**



**Volume I**

**COASTAL LAND USE PLAN**

REVISED SUBMITTAL

FORWARDED TO:

CALIFORNIA COASTAL COMMISSION

By:

City of Carmel-by-the-Sea

November 12, 2002



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City of Carmel-by-the-Sea  
Local Coastal Program  
Coastal Land Use Plan

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Revised Submittal Forwarded to  
The California Coastal Commission  
By Resolution No. 2002-128  
Carmel-by-the-Sea City Council  
On November 12, 2002

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# Introduction, Purpose and Organization

This element of the General Plan sets forth a Coastal Land Use Plan, which together with the Coastal Implementation Plan (published separately) constitute Carmel-by-the-Sea's Local Coastal Program.

The Coastal Land Use Plan sets forth goals, objectives, and policies that govern the use of land and water in Carmel-by-the-Sea consistent with Chapter 3 of the California Coastal Act of 1976 (as amended through January 2000). Chapter 3 of the California Coastal Act contains coastal resources planning and management policies that address public access, recreation, marine environment, land resources, development, and industrial development. This Coastal Land Use Plan groups these topics under three larger headings:

**Community Character and Development.** This heading includes policies for topics in sections 30244 and 30250 through 30254 of the Coastal Act.

**Access and Recreation.** This heading includes policies for topics covered in sections 30210 through 30224 of the Coastal Act.

**Coastal Resource Management.** This heading includes policies for topics in sections 30230 through 30243 and 30251 of the Coastal Act.

Each of these topical headings begins with an identification of the Coastal Act sections relevant to Carmel followed by a discussion of the local setting and policy direction adopted by the City to address the requirements of the Act. Specific Goals, Objectives and Policies are then listed. Much of the background information and policy contained in this Coastal Land Use Plan is incorporated directly from existing elements of the *Carmel-by-the-Sea General Plan*. In addition, background information and policy from plans that address special topics are included as part of this Coastal Land Use Plan. Each of these plans is attached as an appendix:

- *Forest Management Plan*
- *Shoreline Management Plan*
- *Mission Trail Nature Preserve Master Plan*
- *Final Results of the Environmentally Sensitive Habitat Area Study Conducted for the City of Carmel-by-the-Sea (ESHA Study).*
- *Historic Context Statement, Carmel-by-the-Sea*

Cross-references appear in each of these original source documents to facilitate future coordination of amendments.

## **Goals, Objectives and Policies**

Throughout this document goals, objectives, and policies are differentiated by an alphanumeric system. Goals, objectives, and policies are identified by the letters “G,” “O,” and “P,” respectively. The second character identifies the general plan element in which the goal, objective, or policy is found. Thus, “P9-1” refers to Coastal Land Use Plan Element (Chapter 9 of the *Carmel-by-the-Sea General Plan*) policy number one.

## **Background**

In the general election of November 1972, the people of the State of California approved a ballot initiative known as Proposition 20, which established the California Coastal Commission and six regional commissions. The charge of these commissions was to manage the coastal zone as a resource of statewide interest through the exercise of permit authority. Under the provisions of Proposition 20, any proposed development occurring in the designated Coastal Zone required approval of a coastal use permit from the appropriate Regional Coastal Commission.

In 1976, the California Legislature replaced Proposition 20 with the California Coastal Act. Under this Act, the Coastal Commission retains permit authority until each coastal city and county prepares a local coastal program that addresses statewide policies in Chapter 3 of the Coastal Act. These Local Coastal Programs (LCPs) include a policy document (Land Use Plan or LUP) and a set of ordinances and resolutions to implement those policies (Coastal Implementation Plan or CIP). Once these two documents are adopted by the local government and certified by the Coastal Commission, permitting authority is returned to the local government.

Carmel is unique in terms of State coastal regulation. Under Proposition 20, the City was granted a “categorical exclusion” that exempted the City (except for approximately the first line of lots inland from the ocean) from the Regional Coastal Commission’s permit authority. Following passage of the 1976 Coastal Act, the City was granted another “categorical exclusion” that remained in effect until Carmel’s Coastal Program was certified and adopted. The categorical exclusions were granted in recognition of Carmel’s local ordinances and practices that, with few exceptions, were already consistent with the Coastal Act.

The City was not, however, exempted from preparing a Local Coastal Program. Because the entire City falls within the Coastal Zone, all of Carmel’s policies, practices, ordinances and plans must be in conformance with the requirements of the 1976 Coastal Act. The City achieved certification of a Land Use Plan in 1980 and nearly received



certification of its Implementation Plan in 1983. However, disagreements over how to protect historic resources as part of community character stymied final certification of the LCP and resulted in loss of certification for the LUP. The City's efforts to complete its LCP were rekindled in the late 1990's and led to the certification of this document in December 2002.

The overriding policies of the Coastal Act, relevant to Carmel, require that the City:

- Protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and man-made resources.
- Protect special communities and neighborhoods, which, because of their unique characteristics.
- Assure orderly, balanced utilization and conservation of coastal zone resources, taking into account the social and economic needs of the people of the state.
- Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resource conservation principles and constitutionally and Coastal Act protected rights of private property owners.
- Assure priority for coastal-dependent and coastal-related development over other development on the coast.
- Encourage state and local initiative and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses, in the coastal zone.

## **Work Program and Issue Identification**

The first step in preparing the LCP began in early 1978 with a review of local issues of concern to the community, related to the coastal policy groups. Through this analysis, over twenty different areas were identified which offered a possible conflict with the Coastal Act. A Work Program was then designed to address these potential conflicts and was approved by both the City of Carmel and the Coastal Commission.

In 2000, the City of Carmel-by-the-Sea conducted an additional issue identification workshop, which resulted in the publication of a report entitled: *Local Coastal Plan Policy Paper*. Specific issues raised at the public workshop included:

- Existing residential and commercial zoning district boundaries and basic purposes should be identified in the Coastal Plan and preserved.

- Existing patterns of land use and community character should be identified and strengthened with respect to commercial design, residential design, historic preservation, and civic design.
- Limited beach parking for tourists can be a problem, particularly when it is concentrated (such as in the Del Mar Parking Lot) or when it conflicts with adjacent residences. Parking policies should balance potential impacts on the residential character of the community with the potentially limitless demand for parking spaces.
- The urban forest is an important contributor to community character and should be protected and maintained. Policy responses to Pine Pitch Canker, oak diseases, development pressure, changing species mix and sensitive habitats are needed.
- The City's unique roadway design is a significant feature of Carmel's character and interacts with the urban forest. Many of the City's roads also function as part of the storm drainage system. These aesthetic and functional aspects of the City's streets should be documented and policies should be provided to guide future roadway repairs and reconstructions.
- Beach facilities for public use at Carmel Beach are limited but important. Restrooms, benches, stairways, and trash receptacles are provided for public use. Among these, restrooms are the most difficult to site. Policy direction on beach facilities, including restrooms, is needed and should balance public needs, aesthetics and private property interests.
- Policies for construction at the beach, along Scenic Road and on North San Antonio must be included to guide future public improvements for aesthetics, safety and maintenance.
- Policies on coastal views must balance public and private interests consistent with preservation of community character.

# Community Character & Development

## Introduction

Carmel-by-the-Sea is internationally recognized as a unique small coastal community with a residential village character. Early development was predominantly residential. Commercial development began as small-scale village enterprises designed to serve the needs of the local residents. Through the years, these commercial uses have expanded to cater largely to visitors.

Located adjacent to Carmel Bay with gently rising slopes, the City has conscientiously retained its residential village character in a forest setting, dominated by Monterey Pines. The special character of this residential coastal community is considered a unique asset of statewide and national significance that should be maintained as a resource both for local residents and for visitors.

Excerpts from specific Coastal Act sections related to Community Character and Development that are relevant to Carmel-by-the-Sea include the following:

**Section 30250.** *New residential, commercial, or industrial development... shall be located within, contiguous with, or in close proximity to, existing developed areas...*

**Section 30251.** *The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.*

**Section 30252.** *The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating ...transit service, (2) minimize the use of coastal access roads, (3) providing non-automobile circulation ... (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation... and by assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating*

*the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.*

**Section 30253.** *New development shall:*

- 1. Minimize risks to life and property in areas of high geologic, flood, and fire hazard.*
- 2. Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.*
- 3. Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control Board as to each particular development.*
- 4. Minimize energy consumption and vehicle miles traveled.*
- 5. Where appropriate, protect special communities and neighborhoods, which, because of their unique characteristics, are popular visitor destination points for recreational uses.*

**Section 30254.** *New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.*

## **Background**

### ***Community Character***

Incorporated in 1916, Carmel-by-the-Sea is a relatively young city by historical standards. Prior to 1888, there was no commercial center and few residences. The City's development pattern evolved from its natural setting and from the subdivision and construction activity that took place over a relatively short time period during the City's first half century. This activity established a unique city with a strong residential focus, a respect for the natural environment, a compact development pattern and a wide variety of architectural designs.

The natural setting of Carmel is dominated by a southwest-facing slope, which rolls gently towards the Pacific Ocean. This slope is intersected by several drainages resulting in a variety of hills, cross slopes and other topographic challenges. Within these drainages and on the upper slopes of the City, a natural Monterey Pine forest existed. These trees formed an upper canopy. A lower canopy of Coast Live oaks also was part of the forest. On the lower slopes (approximately west of present day Casanova Street) were sand dunes and coastal scrub. The beach along Carmel's shore is made of fine, white sand. These natural features are part of the community character and attracted settlers and visitors to Carmel, just as they do today.

The first subdivisions, were filed before incorporation beginning in 1888 forming the basis for subsequent development and the City's road system (see Figure 9.1 Chronology of Major Subdivisions). These subdivisions established a grid of streets and avenues with virtually no respect for topography or other natural constraints. Blocks of 20 lots each (ten lots per block face) were created by most of these subdivisions. Each lot typically measured 40 feet by 100 feet with the long axis of the lot running east-west. This represents a potential residential density of 11 units per acre. Streets were established on paper at 50 to 60 feet in width. In Carmel's early days these streets were unpaved or nonexistent.

The combination of the City's natural setting and these subdivision patterns is responsible for much of the City's character. The keys to making this marriage of a grid subdivision and a constrained environment work were to avoid over-building and to recognize the natural constraints at each location. For example, most roads were not paved to their full, dedicated width. Instead, the minimum width necessary for access and safety was the standard. This allowed roads to follow the best topography within the right-of-way and to avoid significant trees. This also reduced road-building costs and the number of engineering improvements required. The unused right-of-way could then be left in natural vegetation, giving the adjacent building sites the appearance of a larger size and more open space. As lots were sold and re-sold, the original lots were combined into

larger holdings and often re-divided. This activity created a mix of lot sizes that responded more rationally to the unique site constraints in each block. Early homebuilders also planted and protected trees as an asset to the property and the community. The subdivision's east-west lot axis proved beneficial. Most lots have a long southern exposure providing maximum access to the sun's light and heat. This increased the popularity of outdoor living in garden and patio spaces and influenced residential building design. The subdivision orientation also maximized the number of lots with a potential ocean view.

The aftermath of the 1906 earthquake sent a stream of refugees down from San Francisco. Others came from East coast communities in New York and New Jersey where the Arts & Crafts movement and Bohemian lifestyle had already taken hold. Development in Carmel-by-the-Sea was rapid in the 1920's and 30's. By 1922, nearly the whole village was subdivided. This coincided with the arrival of artists, poets, writers, photographers, musicians, actors, and professors—the first of the Bohemians.

From simple beginnings, the City quickly developed a residential community and a strong, centralized business district. By 1940, just 24 years after incorporation, Carmel had a population of 2,837 and a housing stock of 1,575 units. This developmental period was critical in establishing community character. The dominant themes that continue to shape the City today were formed in these early years:

- Meeting the full range of local human needs, including health, safety shelter, social interaction, culture, commerce and growth, while accommodating the needs of coastal visitors;
- Designing buildings, infrastructure, and other improvements to a human scale
- Enhancing and protecting the Monterey Pines, Coast Live oaks and other species of the natural environment that contributes to the high quality of life.
- Respecting the past as a continuing legacy that challenges each citizen to preserve the City's character in spite of on-going change.
- Preserving Carmel's primarily residential character with business and commerce subordinate to its residential character.

## ***Residential Development***

### **Early Influences**

The single-family residential district is characterized by its architectural diversity, its informal roads and by its forest of pines and oaks. Residential neighborhoods surround the business district and display a wide architectural variety due to age, aesthetic and architectural preferences, lot size and through each building's response to site conditions. No tracts of similar homes were constructed in Carmel, and no one block was constructed in a single period of time.

Carmel City was the vision of Santiago Duckworth who purchased part of the Las Manzanitas Rancho from Honoré Escolle in 1888. Duckworth subdivided 164 acres bounded by Monte Verde, Pescadero Canyon and First Street, Monterey Street, and Ocean Avenue. In 1902, James Devendorf and Frank Powers took over the unsold land from Duckworth and formed the Carmel Land Company.

Although Devendorf inherited Duckworth's County-approved map of Carmel City with its conventional grid pattern, he did not hesitate to curve roads around trees or topographical features in later additions. His respect for the natural environment was in contrast to many developers who flattened hills and cleared trees. Devendorf encouraged the planting of trees so much that an illusion has been created of an area more wooded than it was originally. When he sold a lot, he threw in a few trees for good measure. If he actually got cash for the lot—which rarely happened—the buyer might have had a whole grove presented to him as a bonus. Early photographs show open meadows or coastal scrub with few trees west of Monte Verde except in natural canyons or near watercourses. The efforts of Devendorf and others who followed have created a more forested character for Carmel-by-the-Sea.

Many of the earliest homes built in Carmel-by-the-Sea were one-story cottages typical of turn of the century housing elsewhere in the country. Details of such cottages related them either to the Queen Anne style, the Colonial Revival style or the Craftsman style. Cottages of these types were built through the first decade of the twentieth century.

As Carmel continued to develop, its architecture was strongly influenced by the Arts and Crafts Movement. A reaction against the impersonal production of the Industrial Revolution and the loss of pride of craftsmanship, the movement had its roots in England but gained momentum in the United States after the 1893 Colombian World's Exposition in Chicago. After 1893 dozens of arts and crafts societies were formed across the nation, including one in Carmel. Both the aesthetic characteristics of the Craftsman style, and its philosophic underpinnings, which linked it to progressive political, social, and artistic

movements in the early twentieth century, made it popular with Carmel's academic, literary, and artistic residents.

Craftsman homes were characterized by horizontal proportions seen in the spreading lines of low-pitched, overhanging gable roofs and informal building plans; reliance on the honest use of materials such as wood, brick, and stone; the use of undisguised structural elements such as exposed beams, braces, and rafters for architectural beauty; and the enjoyment of the natural setting through porches, outdoor spaces, and the clustering of windows into horizontal bands. The architectural precedents for Craftsman homes were the wood traditions of Japan and India, as well as past styles such as the American Colonial and The English Tudor. M.J. Murphy, Charles Summer Greene and many others worked in Carmel with this style. Typical features of Craftsman homes in Carmel include stucco or shingled siding, "L" or "U" shaped plans which enclose a patio, and windows—either sliding, hinged casement, or double-hung sash in operation—which are framed by extended lintels and sills. The heyday of Craftsman building in Carmel lasted from about 1905 to 1930.

In the 1920's the emerging popularity of architectural revival styles set the stage for a burst of individualism and creativity in Carmel during the 1920's and 1930's. The English, French, Spanish, Italian, and other revival styles provided architectural inspiration. This fashion coincided in Carmel with an increase in building of summer homes by the well-to-do, as well as with new demands for traditional amenities by year-round residents. Many of Carmel's early larger homes date from this era. The rich diversity created by this tradition, as well as the earlier periods of Craftsman building, continues to influence each street and neighborhood today.

In the decades that followed, Carmel embraced many other architectural traditions such as Modern, the Bay Area Tradition and other styles. The LUP includes policies to update the Context Statement periodically as future amendments to the Plan to document these and other more recent architectural expressions that continue to shape Carmel.

### **Responding to Change**

With its aging housing stock, the City is undergoing a remarkable turnover of housing that is likely to continue over the next several decades as older homes are replaced or remodeled to meet the needs of current owners. The City is charged with protecting and preserving the established design character of Carmel as well as its historic resources. The City must plan for this change in a way that preserves the community character. This does not mean that changes should be avoided, but that when change occurs, it should not be out of character and, indeed, can be welcomed as a neighborhood improvement. To achieve this there must be community consensus on the elements essential to the City's



character. Citizens must have confidence that building, zoning, and design ordinances will preserve these essential elements through new construction and remodels.

Were there a single architectural style that exemplified Carmel's character it would be easy to define and encourage this style in new construction. However, one of the unique strengths of Carmel has been its ability to embrace a multitude of architectural styles—indeed to encourage creativity and invention in its buildings. The result is an eclectic mix of architecture that nonetheless fits well together and with the environmental setting. There are several attributes that serve to bind these different designs together:

**Scale.** Underlying much of Carmel's design character is a respect for scale. Scale can be defined as a relationship of size among two or more objects. In Carmel, the scale tends to be small and related to human size. The City itself is compact, its lots are small, and its streets are narrow. The character established by existing small homes and cottages reinforces this intimate size relationship. All of these contribute to a human scale and a pedestrian-friendly, built environment.

**Site Design.** Another characteristic that transcends architectural style is good site design. Houses that follow the topography tend to complement the land rather than override its constraints. A respect for trees, preserving natural drainages and carefully integrating new landscaping with belts of existing native vegetation are all examples of the good site design principles that are characteristic of Carmel.

**Sensitivity.** When the City was young, few lots were developed and houses were often smaller. Under these conditions it was easy to avoid crowding neighboring buildings. However, as each lot develops and as houses grow to maximum allowed floor area it becomes increasingly difficult to preserve a visual separation between houses. This can impact privacy, views, and neighboring properties.

These brief descriptions are only a beginning. If the character of the residential districts is to be conserved through the coming years of rebuilding and remodeling, the City's implementing ordinances must guide rebuilding, rehabilitation and remodeling processes to ensure that new construction fits in with the design traditions and historical character that are already established. Policies in this element provide guidance to achieve this result.

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Carmel-by-the-Sea

Local Coastal Program

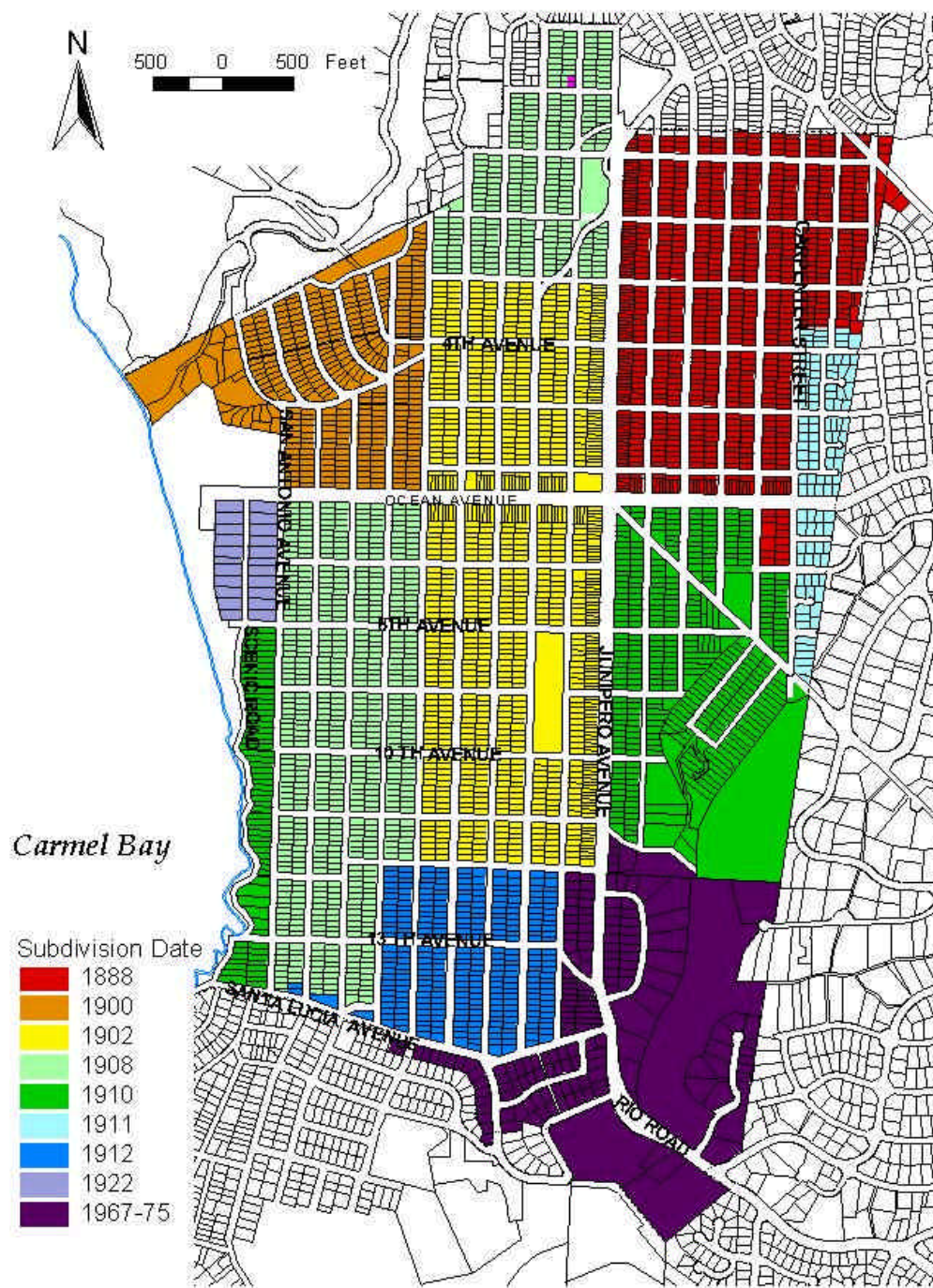


Figure 9.1

**CHRONOLOGY OF MAJOR SUBDIVISIONS**

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## ***Commercial Development***

Carmel's commercial district is a 39-acre area located near the center of the City and is surrounded by residential neighborhoods. The core of the commercial district (See Figure 9.3) is dominated by ground floor retail activity operating from relatively small shops located in many of Carmel's oldest commercial buildings. This area supplies goods and services to residents and visitors alike. Unique shops and the design qualities of this core area encourage pedestrian exploration and discovery making the city's downtown a strong visitor attraction. Architecture in the commercial core is diverse with many of the revival styles typical of the 1920's and 1930's on display. Scattered throughout this area are landscaped courtyards and intra-block walkways that provide important visual breaks and variety in building form and commercial business locations.

Surrounding the core area of the commercial district is a less intensively developed buffer area dominated by motels and apartments. This area forms a transition from the busy central core to the relative quiet of the surrounding residential neighborhoods. Since this buffer area is not retail-oriented and most sites are developed to provide a setting for permanent and transient residential uses, the buildings tend to have greater setbacks, more open space, more landscaping and more parking. These characteristics are appropriate for the land uses present in a buffer district. Design regulations for the core and buffer areas should support these differences.

Carmel is host to hundreds of thousands of visitors each year who come to enjoy its unique character, its beautiful beach, its cultural attractions and other amenities. This visitor industry is consistent with the purposes of the Coastal Act and the commercial uses found in Carmel's commercial area reflect a predominance of visitor-serving commercial use. For example, in spite of its small population of 4,081 residents Carmel has:

- 32 jewelry stores;
- 50+ restaurants;
- 120+ art galleries;
- 120+ clothing stores; and
- 50 hostelrys with 948 authorized lodging units.

To provide visitors with overnight accommodations, 50 percent of all commercially zoned land in Carmel-by-the-Sea has been developed and occupied by hotel and motel uses. A significant number of single-family residences also accommodate visitors on a monthly rental basis to augment commercial motel and hotel lodgings. Along with the City of Monterey, Carmel-by-the-Sea has the highest ratio of hotel/motel rooms to

residential housing units of any City in Monterey County. There is approximately one hotel or motel room for every three residential dwelling units in the City. Table 1 compares the number of hotel/motel rooms to the number of housing units for various cities in northern Monterey County.

**Table 1: Hotel and Motel Rooms per Dwelling Unit**  
Northern Monterey County Coastal Cities

City	Number of Lodging Rooms	Number of Dwelling Units	Approximate Number of Dwelling Units per Hotel/Motel Room
Carmel-by-the-Sea	948	3,433	3.6
City of Monterey	4462	13,448	3.0
City of Pacific Grove	1,087	8,071	7.4
City of Marina	543	8,699	16.0
City of Seaside	664	11,190	16.8

Sources: Monterey County Convention & Visitors Bureau; California Department of Finance, January 2000; EMC Planning Group

This data demonstrates that Carmel provides more than adequately for visitor commercial uses and is fully consistent with the intent of the Coastal Act.

Indeed, there is some risk that further visitor commercial development could unbalance the community in ways that would diminish its character and make it less of an attraction for visitors. Part of what makes Carmel so unique and attractive is the way that it has carefully balanced visitor and local needs over the years. Carmel remains a functioning city where residents live, work, and play as they engage in community life and pursue their dreams and aspirations. The fact that Carmel remains a full-time community, and not just a commercial tourist trap, is not lost on those who visit here. Tourists seek destinations that have unique qualities where they can see new things and have new experiences. The existence of village life is part of Carmel's attraction and needs to be protected if the City is to fulfill the intent of section 30253 of the Coastal Act. For these reasons this Land Use Plan includes well-established policies that support existing hotels and motels, prohibits new units and supports a healthy balance in other resident and visitor commercial uses.

## ***Community Infrastructure***

The ongoing improvement of public and private property must rely on adequate public services. When such services are constrained, efforts must be made either to increase their capacity or to allocate their use for the greatest benefit.

In Carmel-by-the-Sea, the most critical infrastructure needs for the future are water, roads, and drainage. The improvement of property creates opportunities to implement long-term infrastructure plans that benefit the whole community such as utilities undergrounding and improved communications infrastructure.

## **Water Resources**

Water is a critical resource for development throughout the Monterey Peninsula. Carmel-by-the-Sea is one of eight land use jurisdictions that are part of the Monterey Peninsula Water Management District. This special district coordinates water supply planning, distribution infrastructure and environmental protection. Water sources include the Carmel River system (river, aquifer, and reservoirs) and aquifers that underlie the City of Seaside. No water is imported from State or Federal water projects.

After reaching its safe, long-term capacity in the late 1980's, the Water District declared a moratorium on new connections and imposed limits on the remodeling of homes and expansion of commercial buildings. A strong conservation program and the development of a well in the Seaside Aquifer allowed the District to end the moratorium in 1993. Water is now distributed as a finite resource to each member jurisdiction through a District-wide allocation program. This supply is again nearly exhausted and constrains most development projects.

The City's share of District water resources is internally allocated to land use categories based on policies in the Local Coastal Program and secondarily in the Conservation, Land Use, and Housing Elements of the General Plan. These policies affirm the City's commitment to lots of record, and residential use (new homes, apartments, and remodeling) as the largest allocation for new development. In particular, existing subdivided lots of record zoned for housing should always be considered "first in line" for limited water resources. New subdivisions of land should be limited until existing subdivided lots have a secure water supply to serve full build-out and additional water allocation units have been obtained from the District. As documented above, visitor-serving uses throughout the City have been well accommodated with prior water allocations to achieve consistency with the Coastal Act. Augmenting scarce water supplies to serve planned growth continues to be a City policy.

The City will monitor activities of the Water District and cooperate in developing programs to conserve water as well as to increase supplies. The City will support water projects that are financially and environmentally sound. Water projects and programs also must not lead to unacceptable levels of rationing during droughts.

### **Transportation, Roads and Drainage**

The grid network of roads serving the community is a vital infrastructure asset that is under stress and deteriorating. A challenge facing the City is how to plan for the long-term maintenance of roads, and provide adequate road capacity while preserving their unique design character.

Many roads serve as part of the City's storm water drainage system, and therefore these two infrastructure systems are linked. As existing homes are rebuilt or enlarged their connection to roads and impact on drainage often changes. Larger homes cover more site area with impermeable surfaces causing more runoff. New driveways must interface with road edges without causing damage or interfering with drainage capacity. The City has adopted water quality and drainage control measures that apply during design review and building permit review of new and remodeled homes. Additionally, the amount of site coverage and impermeable surfaces proposed in new development has been limited to protect some percolation and infiltration capability on each site.

Urban drainage carries pollutants to Carmel Bay, an Area of Special Biological Significance and part of the Monterey Bay National Marine Sanctuary. Long-term planning must reduce these pollutants to comply with the Clean Water Act. This will require the development of improved drainage standards, storm water treatment and a means of funding Citywide improvements. The City has established a Storm Water Utility to address these issues and Best Management Practices that serve to minimize runoff and direct it onto permeable surfaces before it is conveyed to Carmel Bay. Likewise, the City is evaluating the feasibility of consolidating some storm water drains and fitting them with debris filters and oil and water separators. Street design topics are covered in this section of the Land Use Plan. Drainage issues and pollution mitigation are covered in the third section under Protection of Coastal Resources.

As development throughout the City continues, road and drainage improvement programs must continue to include aesthetic considerations as well as safety and function in the design. Street and drainage design should retain a “hand crafted” as opposed to “machine made” appearance, yet still perform the intended functions. Construction should use equipment that has the least environmental impact possible. Care must be taken not to overbuild City streets through excessive widening or unnecessary realignments that might make Carmel streets appear more broad, straight or urban.



The historic character of Carmel's narrow roads, with their respect for topography and their protection of trees, should be retained as a contributing element of neighborhood design. Often, there is a perception of too many vehicles and excessive traffic throughout the City. Narrow roadways and roadside vegetation help to slow traffic and, if designed properly, can make the City's streets safer for pedestrians. This is important in a village without sidewalks, where so many residents include walks in their daily routine.

### ***Cultural Resources and Historic Preservation***

Historic resources are an important element of Carmel-by-the-Sea's community character. These resources and the City's approach to protecting them are discussed below.

### **Architecture and Community Character**

Each generation has left its imprint by contributing to the diversity of architecture found in Carmel. The rich, visual experience found here owes much to this mix of architectural styles. As noted above, early development in Carmel was greatly influenced by the Arts and Crafts movement. This movement stressed the use of simple designs and natural materials—quite unlike the extravagantly detailed architecture of the earlier Victorian period. In the 1920's and 1930's several European Revival styles became popular. Later periods saw the introduction of more modern styles. Underlying this architectural diversity, are environmental influences and patterns of scale and form that consistently reappear to establish Carmel's character.

Environmental influences include natural elements such as topography, vegetation and climate. As Carmel-by-the-Sea has developed over time, efforts have been made to adapt man-made elements to these underlying natural conditions. In the residential districts, roads are typically not built to full width and they curve and undulate to follow the topography and to make room for trees. In the commercial districts, sidewalks often curve or are frequently interrupted by trees and mini-parks. Most shops and businesses are built to face sidewalks and courtyards to promote an open exchange between interior and exterior.

In recognition of this close relationship between the natural and built environments, and perhaps intended to enhance this fit, many of the City's buildings have been designed with natural materials, pleasant open spaces and abundant landscaping with native plants. Carmel Stone, local granite and the frequent use of wood in hand carved doors, window frames, sills, moldings, roofing materials and signs are all design features that contribute to the village character of the City. These form a contrast to the glass, steel, plastic and featureless gray concrete so often found in other, more urban cities.

Attention to detail and emphasis on fine craftsmanship can be seen in the varied architecture of Carmel; local builders have embellished their work with detailing and individual style, which creates a unique and appealing building design. Most of Carmel-by-the-Sea's historic buildings exhibit myriad detailing, some of it intricate and some bold: surfaces are broken up by ridges, insets, decorative tiles, cavities, niches and abrupt changes of material; textures exhibit a great variety, from smooth-troweled plaster, brick, stone, rock or exposed aggregate to painted, carved or unfinished wood; corners often include bevels, bullnoses, cornices and moldings.

The open spaces between buildings in the commercial district are an integral part of the design of the community. The significant buildings in this district tend to use open space, particularly courtyards, and building spaces and shapes that encourage pedestrian exploration and circulation. Courtyards invite pedestrians onto private property away from the street. These courts increase the amount of building surfaces and facades on a building, and encourage the creation of additional and smaller shop spaces. In this way, the building design within the central commercial district has subtly influenced the land use patterns and economic vitality of the City as a whole.

Courtyards also tend to conceal many open spaces and building forms from the direct view of pedestrians along the street. Through such concealment, pedestrians are encouraged to explore the limits of these open spaces and discover hidden shops off the beaten path. This alternative pedestrian circulation pattern is encouraged in the City's commercial buildings through the use of arches to define building openings, inviting textures on pedestrian walking surfaces, directory signs at court entrances to identify what lies within, and the unfolding mystery of revealed open spaces and new building forms as pedestrians wander through the commercial courts and walkways. These courtyards are even more effective when they are linked from street to street, or from one property to another. Through-block interconnections also serve as shortcuts for local residents who, by knowing these alternate routes, can avoid crowded sidewalks. These unique open spaces and intra-block connections are an important part of the design character of the commercial district and, when associated with significant buildings, should be protected in a similar manner as the buildings to which they relate.

## **Protection of Historic Resources**

Although the Coastal Act does not specifically discuss historic preservation, this topic is related to the preservation of character required by sections 30251 and 30253 of the Act. The purpose of this component of the Land Use Plan is to provide a framework for policies that address the preservation of the diverse and valuable historic resources in Carmel. Its primary goals are to educate residents and visitors about the unique architectural, cultural and historic identity of Carmel-by-the-Sea, and to promote the identification and preservation of structures and sites that best represent this history. The

addition of this component to the Coastal Plan reflects Carmel's commitment to the preservation of its important historic resources and the City's recognition of the role that historic resources play in defining community character.

The types of historic resources in Carmel are classified using the criteria established in the California Register of Historic Resources.<sup>1</sup> These range from architecturally significant historic buildings and collections of residences that form distinctive neighborhoods to those associated with important persons or events in Carmel's history. It also includes street features, landscaping, and both prehistoric and historic archaeological resources. (A more definitive discussion of historic resources found in Carmel is contained in the Historic Context Statement. See Appendix-F.) All these significant historic resources contribute to the City and its Sphere of Influence. They help to create a unique identity for the City that promotes Carmel as an attractive place for both residents and visitors. These buildings and sites serve as important reminders of Carmel's rich history and the patterns in which it developed. Extending beyond its contributions to the quality of life in Carmel, preservation of cultural resources also provides direct economic benefits by maintaining the character and charm that makes this an attractive visitor destination. The character of Carmel, while being diverse and eclectic, also provides an established historical context for contemporary architects and builders to work within so that their designs can become new, compatible contributions to the community.

To be most effective, historic preservation efforts should be integrated with the City's other permit processes such as design review and land use development approvals. This plan contains policies that respond to the Coastal Act through a combined approach of conservation and preservation. *Conservation* allows change and new construction as long as it is consistent with established character. This approach is appropriate for new buildings, remodels, façade changes and public way improvements involving non-historic resources. The City implements conservation of its character through its Design Guidelines for the residential district, the commercial district and for the public way. The overall character of the City can be conserved through appropriate policies related to the urbanized forest, roadway design and building design. *Preservation* requires that historic

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<sup>1</sup> The California Register has four criteria for historic significance. These are: (1) the resource is associated with events that have made a significant contribution to broad patterns of local or regional history or the cultural heritage of California or the United States; or (2) the resource is associated with the lives of persons important to local, California or national history; or (3) the resource embodies the distinctive characteristics of a type, period, region, or method of construction or represents the work of a master or possesses high artistic values; or (4) the resource has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation.

resources be protected and rehabilitated without changes that would damage their integrity<sup>2</sup>. Specific historic resources will be preserved after identification through an ongoing survey and then implementing preservation programs that are effective. Only changes consistent with the Secretary of the Interior Standards for the Treatment of Historic Properties will be allowed unless environmental review demonstrates that this is not feasible.

A greater understanding of and appreciation for the cultural heritage of Carmel can be fostered through a comprehensive historic preservation program. This includes the preservation of local architectural resources and archaeological artifacts and sites, as well as conservation of the landscape features such as the parks, seashore, roadside greenbelts and natural setting that have played an integral role in making Carmel what it is today. This program will help to promote an ethic of cultural stewardship, encouraging the entire community to become actively involved in retaining and protecting these special resources of Carmel-by-the-Sea.

The initial step in an historic preservation program is a reconnaissance survey of potential historic resources. This is followed by thorough research and documentation in an intensive survey using the themes established in the Carmel Historic Context Statement that explore the historic people, periods, places and events important to Carmel.<sup>3</sup> This survey process identifies all resources that have historic significance and are eligible for listing on the California Register of Historic Resources. These sites, structures and objects are then listed on the Carmel Inventory of Historic Resources. Those properties

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<sup>2</sup> Integrity is based on why a property is significant. Ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant. The steps in assessing integrity are (1) defining the physical features that must be present for a property to represent its significance, (2) determining whether these features are still visible enough to convey significance, (3) determining whether the property needs to be compared to other similar properties to understand its significance and (4) determine which aspects of integrity are vital if the property is to qualify as a resource (adapted from the National Register of Historic Resources, Bulletin #15).

<sup>3</sup> An historic context is a body of information about historic properties organized by theme, place and time. A single historic context describes one or more important aspects of the development of an area relating to its history, architecture, archaeology and culture. A context may be based on one or a series of events, patterns of community development, or associations with the lives of a person or group of persons that influenced the destiny and character of a place or region (from National Register Bulletin #24). Currently there are five themes developed in Carmel's Historic Context Statement. They are: (1) Prehistory and Hispanic Settlement, (2) Economic Development, (3) Government, Civic and Social Institutions (4) Architectural Development in Carmel and (5) Development of Art and Culture.

not listed in the Inventory shall be considered not historically significant unless additional information or the passage of time initiates the need for re-evaluation.

Complementary policies and programs which will further the preservation of Carmel's cultural resources include:

- Study and resolve possible existing conflicts between Building, Fire, Health and Housing Codes. Allow use of the State Historic Building Code.
- Initiate measures to take advantage of state and federal Capital Improvement Programs for the preservation and enhancement of Carmel's cultural resources.
- Delineate tax advantages and tax incentives within the private and public sectors.
- Study zoning codes and coordinate land use planning with historic preservation goals.
- Explore public funding opportunities at the federal, state, regional or local levels, to underwrite preservation activities.
- Investigate private sector funding and lending policies detailing less restrictive preservation code requirements.
- Encourage citizen support of the preservation of its cultural resources by cooperating with and encouraging local historic preservation programs.

In addition to the Inventory, the City also will establish a local Register of Historic Resources. Owners may voluntarily request listing on the register as a way to provide public recognition of their historic resource and to receive enhanced benefits. Registered properties will receive a plaque that can be mounted on the property to identify its historic significance. Registered properties also will appear on any maps of cultural resources that are used to publicize and celebrate the City's rich history. Finally, registered properties may access enhanced financial benefits that are established for historic resources such as fee reductions for building permits and participation in Mills Act programs that reduce property taxes. It is desirable to place on the local register as many of the City's identified historic resources as possible so that the educational value of the program is maximized.

### **Archaeological Resources**

Archaeological resources from both the prehistoric period and the early historic period can be found in Carmel. Before establishment of the Carmel Mission and subsequent

ranching and settlement by Europeans native populations occupied the coastal area of Monterey. During this pre-history period, the Carmel Area provided food and materials for the Costanoan/Ohlone culture. The establishment of the Carmel Mission and the early years of European settlement marked a new period that also is important to an understanding of the cultural development throughout the Carmel region as well as California.

This historical development pattern in Carmel is similar to that of other urban areas in California that have produced archaeological resources dating from the late nineteenth and early twentieth centuries. Potential finds from the area's early historical period will typically consist of such things as the foundations of former buildings, evidence of early utilities, refuse deposits and privy pits. Such underground features can often address research questions that are beyond the scope of written history, and can thus be significant finds.

It should be kept in mind that archaeological resources pertaining to the Native American, Spanish and Mexican eras also could be buried in the previously built out areas of the City. Early buildings tended to have a smaller impact on the landscape than modern buildings. Consequently, there is a potential for archaeological resources to have survived intact under buildings, roads, and other features of the landscape.

General areas of archaeological significance are shown in Figure 9.2. Policies to protect these resources are included in this Element.

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**Figure 9.2** AREAS OF POTENTIAL ARCHAEOLOGICAL SIGNIFICANCE



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## Land Use Designations

Preservation of the existing land use pattern is a fundamental policy of this Land Use Plan and is controlled through the City's Coastal Implementation Plan. These two documents work together to provide policy direction and regulations designed to protect the City's unique residential village character. Additionally, the City has prepared several Master Plans and Management Plans on special topics to aid in maintaining the City's character.

There are four primary land use designations used in the City of Carmel-by-the-Sea Coastal Land Use Plan, and these correspond with more detailed designations contained in the Implementation Plan. Each is described below, and Figure 9.3 shows the Land Use Plan Diagram.

### *Residential*

This land use plan identifies two primary residential land use designations – Single-Family Residential and Multi-Family Residential. Each designation is described below.

**Single-Family Residential.** This area is intended to provide for single-family residential development at densities ranging from two (2) units per acre to eleven (11) units per acre. Assuming an average population of 1.5 to 2.5 persons per unit this allows a maximum population density of 16.5 to 27.5 persons per acre. Public/quasi-public uses and overnight accommodations currently operating under a use permit are also allowed. Above-ground building intensity in this area may not exceed 45 percent floor area ratio and all development requires at least 45 percent open space. Proportionately less floor area and greater open space are required on larger lots.

**Multi-Family Residential.** This area is intended to provide for multiple family residences at a maximum density of thirty-three (33) units per acre or forty-four (44) units per acre when affordable housing is provided. Existing hotel and motel uses are allowed and may be reconstructed. Existing commercial buildings occupied by uses serving residential needs are also allowed, although additional commercial floor space is not. This area is also appropriate for public uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre. Maximum building intensity for this area is limited to 80 percent to 90 percent floor area ratio depending on the quality of design. Minimum required open space is 45 percent of each site.

## ***Commercial***

This land use plan identifies two primary commercial land use designations – Core Commercial and Residential/Commercial. Each designation is described below.

**Core Commercial.** This area is intended to provide for a wide range of retail and service uses in scale with the overall residential character of the community. More intense commercial activities such as retail, restaurant and visitor commercial uses are appropriate in this area. Less intensive development may be appropriate to preserve the unique character and ambiance along Ocean Avenue. Mixed-use developments of commercial and multi-family residential uses at a maximum density of thirty-three (33) units per acre are allowed. This area is also appropriate for public service uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre.

Maximum building intensity in the core commercial area is limited to 95 percent and 135 percent floor area ratio for one and two story buildings, respectively. More open space and less floor area is required on larger sites. Throughout the Core Commercial area, floor area bonuses (up to 15 percent) and density bonuses (up to 35 percent) are allowed as incentives for affordable or senior housing and for special design amenities.

**Commercial/Residential.** This area is intended to provide for a mix of residential dwellings and a limited range of office and service uses in scale with the character of the community. Less intense commercial uses and visitor accommodations are allowed in this area. Mixed-use developments of commercial and multi-family residential uses at a maximum density of thirty-three (33) units per acre are allowed. This area is also appropriate for public service uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre.

Maximum building intensity in the Commercial/Residential area is limited to 70 percent and 80 percent for one and two story buildings, respectively. More open space and less floor area is required on larger sites. Throughout the Commercial/Residential area, floor area bonuses (up to 15 percent) and density bonuses (up to 35 percent) are allowed as incentives for affordable or senior housing and for special design amenities.

## ***Open Space/Recreation/Cultural***

These areas are intended to provide for public open space, beach and recreation lands available for public use, and public and quasi-public facilities created to promote cultural and senior-citizen activities. Uses and facilities that are committed to public recreation, cultural activities, and senior-citizen activities, that are compatible with the natural resources are allowed.

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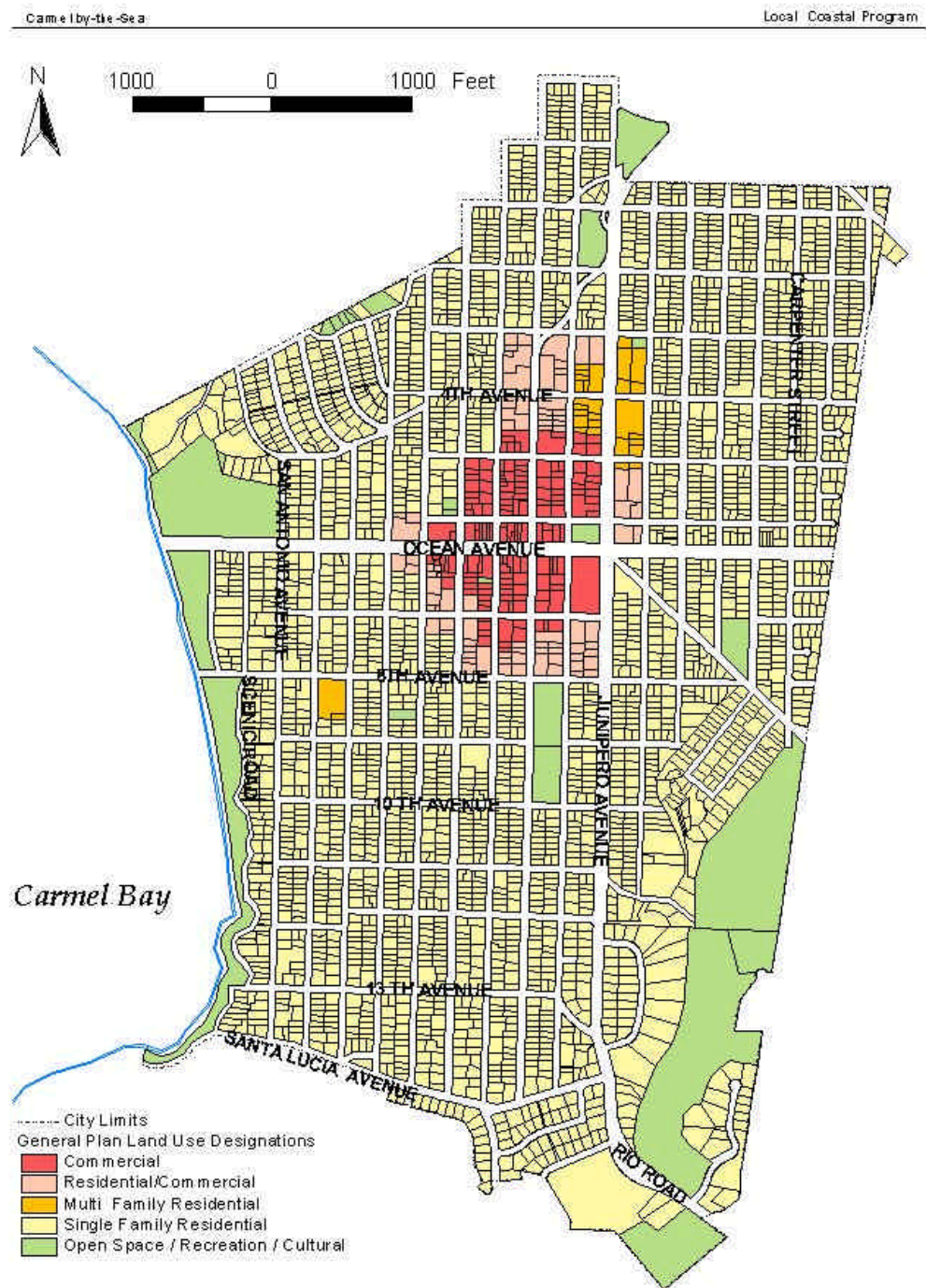


Figure 9.3

GENERAL PLAN LAND USE MAP

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## **Goals, Objectives and Policies**

### ***Community Character***

**G9-1** To preserve the residential village character and perpetuate a balance of land uses compatible with local resources and the environment.

**O9-1** Retain the established patterns of land use throughout the City.

**P9-1** Preserve the boundaries of the single-family residential area and allow rezoning within this area only to less intensive uses such as open space or parkland.

**P9-2** Contain the commercial district within an area no larger than the 1982 boundary shown in Figure 9.3 of the Land Use Element.

**P9-3** Preserve the multifamily district as a residential area. Prohibit new commercial construction in this area but allow the existing amount of commercial space and existing hotels/motels to remain as a conforming use.

**P9-4** Preserve the development pattern established in the commercial area with a central core area of ground floor retail and service activities surrounded by a less intensive buffer area of residential, motels, offices and other uses.

**P9-5** Continue to encourage mixed land uses that create new second floor apartments located over ground floor retail and service uses in the commercial district on streets where a pattern of second story buildings already exists.

**O9-2** Adopt standards for subdivisions that will retain the scale and character of the City and reflect the subdivision and development patterns within existing neighborhoods.

**P9-6** Prevent the creation of new lots of less than 4,000 square feet in area. Encourage the formation of larger lots with proportionately lower allowable site coverage and floor area and with greater potential for open space.

- P9-7** Prohibit any further subdivision and/or creation of new building sites west of San Antonio Avenue and within any block fronting on North San Antonio Avenue or Scenic Road.
- P9-8** Discourage any future subdivision of land or lot-line adjustment unless it can be demonstrated that the character of the block and neighborhood will be maintained.
- P9-9** Preserve significant areas of vegetation and open space when approving subdivisions and lot line adjustments through the appropriate siting of buildings and other allowed improvements.
- P9-10** Evaluate and minimize the impacts of proposed lot line adjustments and subdivisions on traffic, access, trees, topography, utilities and public services through the approval process.
- P9-11** Inventory all building sites that contain portions of lots or lot fragments left over from previous subdivisions. Consolidate all lots or portions of lots, with adjoining lands within the same building site through the filing of lot merger or lot line adjustment documents when additional development is proposed.
- P9-12** Establish criteria for evaluating lot line adjustments and subdivisions that will protect environmental resources, and ensure that proposed lots will be consistent with the pattern of existing parcel sizes within the surrounding neighborhood

### ***Residential Development***

- O9-3** Preserve the traditional characteristics of scale, good site design and sensitivity to neighboring sites in the single-family residential district through the design approval of new homes, additions and exterior remodeling. Encourage the construction of residences that are diverse and innovative in design yet compatible with the forest setting, site design and materials established by other structures within the neighborhood and adopted Residential Design Guidelines.
- P9-13** Require design review of proposed developments in the residential districts that are near designated parkland or that involve severe slopes, large structures or unusual design, to protect the character of individual neighborhoods and avoid inharmonious or out-of-scale development.



- P9-14** Apply the City's Residential Design Guidelines that explain the qualities that are characteristic of the community to assist in the preparation and approval of plans for residential development through the design review process. Include provisions for scale, mass, bulk, height, setbacks, open space, landscaping, exterior materials, lighting and community character. Establish procedures for using the guidelines that will allow flexibility and creativity in architectural expression yet maintain continuity in the design character of the residential district.
- P9-15** Establish maximum limits on site coverage and floor area in order to preserve open space and avoid excessive mass and bulk. Establish provisions for a smaller ratio of allowable coverage and floor area on larger sites and on sites constrained by environmental factors to preserve open space, vegetation, natural landforms and the character of surrounding neighborhoods.
- P9-16** Establish landscaping standards to preserve the urban forest of Monterey pines, Monterey Cypress, Redwoods and Coast Live Oaks, and encourage informal gardens using native vegetation to maintain the natural character of open spaces in the residential areas.
- P9-17** Consider the effect of proposed residential construction on the privacy, solar access and private views of neighbors when evaluating design review applications. Avoid designs that are insensitive to the designs of neighboring buildings. Attempt to achieve an equitable balance of these design amenities among all properties affected by design review decisions.
- P9-18** Establish and enforce permit standards for properties fronting on and to the west of North San Antonio and Scenic Road (the Beach District). The standards shall address identification and preservation of possible prescriptive rights of access, securing continuous lateral access and protection of public viewsheds to and along the coast. Limit the height of buildings in this area to 18 feet.
- P9-19** Promote the undergrounding of utilities where feasible and with minimum detriment to the root systems of trees.
- P9-20** Recognize the contribution of existing public and quasi-public land uses in the R-1 district that serve local needs. Allow these existing

uses to continue, but limit their expansion and minimize impacts on surrounding R-1 neighborhoods.

- P9-21** Limit public and quasi-public uses in the R-1 district (such as schools, churches, clubs and foundations) to those sites already established. Prohibit the establishment of new sites and the enlargement of existing sites.
- P9-22** Require use permits for all public and quasi-public uses in the R-1 district and only allow modifications to these uses through use permit amendments. Limit the physical expansion of any existing structures and the construction of new facilities and uses to those that will not materially increase traffic, noise, parking demand, or create other adverse impacts on surrounding R-1 neighborhoods.

### ***Commercial Development***

- G9-2** Recognize the qualities and attributes that make up the unique architectural character of Carmel, retain these qualities in existing buildings, and encourage the use of them in new structures.
- O9-4** Apply design regulations for the commercial district that will protect its established character while supporting the land uses contained therein.
- P9-23** Preserve the existing land use pattern in the commercial district with retail uses limited to the core area at ground level surrounded by a buffer area of residential uses, motels and offices that provide a transition to the residential district. Ensure that land use and design standards for these two areas remain coordinated.
- P9-24** Continue to encourage the established mixed-use pattern (residential over commercial uses) in all commercial districts.
- P9-25** Protect the special and unique character of Ocean Avenue and the surrounding commercial area. Ensure, through the administration of land use and design regulations, that the architecture, landscape, scale and ambience of this area is maintained.
- P9-26** Retain the scale and variety of design established in the retail core when considering changes to buildings that are not historic. Protect, preserve and rehabilitate historic commercial architecture that represents the character, ambience and established design context of the commercial area.

- P9-27** Preserve all existing courtyards in the core of the commercial district as a distinctive architectural feature of the City's pedestrian-oriented retail area. Encourage the establishment of new courtyards and intrablock walkways.
- P9-28** Implement design regulations and design guidelines to ensure that buildings and storefronts in the retail core maintain the design features characteristic of this area including appropriate scale, minimal setbacks, attractive landscaping and consistency in the treatment of windows, awnings, exterior materials and building lines throughout each building.
- P9-29** Retain a less intensively developed buffer area surrounding the core that provides a transition to the residential neighborhoods. Ensure that design standards for this buffer area reflect more open space, landscaping, setbacks and on-site parking typically needed for the uses in this area.
- P9-30** Prohibit new driveways on Ocean Avenue leading to off-street parking facilities in the central commercial district to conserve the pedestrian-oriented design character of this area and avoid auto/pedestrian conflicts.
- P9-31** Maintain zoning regulations that avoid land uses of large size and scale (5,000 square feet or more) that have high traffic and parking generation rates such as retail or restaurant uses.
- O9-5** Maintain diligent control over signs and other advertising or notice-attracting facilities in order to avoid unsightly, bizarre, and/or out of scale visual impacts, including exterior lighting and lights from window displays.
- P9-32** Prohibit unsightly design elements such as excessive numbers of signs, nonfunctional awnings, exterior displays, interior displays, and excessive interior lighting used primarily as advertising or attention-getting features visible from the public rights of way.
- P9-33** Prohibit business signs incorporating lights, luminous or fluorescent paints, or movement.
- P9-34** Encourage business signs that are simple in graphic design, informative of the business use, and compatible in color and design with adjoining structures.

## ***Community Infrastructure***

### **Water Resources**

- G9-3** Protect, conserve and increase Carmel's available water resources and water quality.
- O9-6** Maintain and enhance a viable domestic water supply for the City through conservation techniques and direct involvement in regional water policies, including cooperation with the Monterey Peninsula Water Management District (MPWMD) and the California-American Water Company.
- P9-35** Monitor effects of the Carmel Area Waste Water District and other cooperating agencies in the development of a non-potable water reclamation (recycling) program to conserve available potable water resources; participate in any reallocation of water after implementation of the reclamation program.
- P9-36** Maintain priorities for water allocations based on the General Plan/Coastal Plan. Give highest consideration to residential uses, including residential lots of records, and to Municipal projects that serve the broader community over other types of uses in the event water supplies are too limited to serve all forms of potential development.
- P9-37** Institute conservation measures to preserve compliance with the City's water allocation limits. Retrofit commercial and residential buildings with conservation devices. Consider adopting ordinances that will impose penalties for non-essential water use.
- P9-38** Participate in water conservation programs established by the City or as developed by the California-American Water Company and the Monterey Peninsula Water Management District.
- P9-39** Participate with other jurisdictions and with the Monterey Peninsula Water Management District in periodic reviews of the District-wide allocation system in order to maintain equitable distribution of potable water and participate in studies supporting the development of new water sources.
- P9-40** Use appropriate vegetation for all public right-of-ways. Require drought-tolerant plants for at least 75% of the commercial and

residential landscaping on each development site. Encourage the use of native plants in all landscapes.

- P9-41** Explore and utilize natural springs within the City for landscaping and other public purposes.
- O9-7** Maintain an effective program to monitor water use in the City and to ensure the availability of water to fulfill the goals of the General Plan.
- P9-42** Analyze the potential net increase in water demand that may be generated by any proposed change and/or intensification in land use. Prohibit the approval of any development application if water for the proposed type of project is unavailable within the allocation.
- P9-43** Establish priorities for ongoing water use in the event that further reduction of water consumption is required (e.g. during droughts or State-ordered cutbacks). Give highest priority to residential uses and essential services.
- P9-44** Prohibit new subdivisions requiring additional water resources until water supplies are available to, and reserved for, all existing subdivided parcels.

## **Transportation**

- G9-4** Provide and maintain a transportation system and facilities that will promote the orderly and safe transportation of people and goods, and at the same time, preserve the residential character and village atmosphere of Carmel.
- O9-8** Preserve the traditional grid pattern and two-way flow of most streets and ensure that street projects enhance pedestrian circulation in the community while minimizing the impact of motorized vehicles.
- P9-45** Maintain the current street configurations. Maintain or reduce paving widths in the residential areas, in order to maintain safe speeds and preserve the residential character.
- P9-46** Prohibit the construction of formal sidewalks and concrete curbs in the R-1 district. Allow informal pedestrian paths and drainage improvements where needed. Control other construction (e.g., retaining walls, pavement, etc.) in the City's public rights-of-way.

- P9-47** Implement road maintenance and reconstruction practices that will preserve the hand-made appearance of City streets (e.g. meandering alignments, non-uniform surfaces, variable contours and informal edges).
- P9-48** Continue to restrict street signs and only permit those signs that are necessary and essential for public safety.
- P9-49** Maintain and encourage informal landscaped median strips and natural landscaped areas within public rights-of-way.
- P9-50** Discourage high volume through-traffic.
- P9-51** Prohibit the removal of significant trees within public rights-of-way except when required for health and safety.
- O9-9** Preserve and enhance the qualities that contribute to the residential character of the community, including quiet neighborhoods, low levels of illumination, lack of nighttime activity, safe environment, pedestrian use of streets, and maintenance of property values by mitigating the adverse impacts of high volume through-traffic.
- P9-52** Design and construct where appropriate, roadway improvements which eliminate the adverse impacts of high volume through-traffic.
- P9-53** Recognize that the impact of a large number of nonresident vehicles including tourist buses and resulting traffic patterns is not consistent with the residential character of Carmel. Mitigate impacts on visual quality, circulation and ambience to the extent possible.
- O9-10** Recognize that Carmel is a limited resource and limited in size, and that it is not practical to provide sufficient parking for the total demand at every location; it is desirable, however, to remove parking off congested streets and provide, where practical, alternate parking where it could be removed from public view and in a scale appropriate to Carmel.
- P9-54** Benefit to and impact on residents of Carmel-by-the-Sea and its visitors shall be the primary factors to be considered when evaluating and deciding upon development of off-street parking facilities.

**O9-11** Require that all new developments provide sufficient off-street parking facilities.

**P9-55** Adopt and enforce off-street parking and loading regulations that incorporate realistic requirements based on broad categories of land use as well as the amount of floor space and location of the property. Apply these requirements for all new development and for changes in use that will result in increased parking.

**P9-56** Use average demand factors instead of peak demand when establishing parking requirements. Recognize that street parking resources are part of the supply. Avoid overbuilding parking capacity.

**P9-57** Use off-site parking and fees in-lieu of parking, in order to meet parking needs generated by core area uses.

**O9-12** Maintain a sufficient supply of short-term parking with frequent turn over for the primary benefit of residents.

**P9-58** Retain short-term parking spaces at the corner of each block to serve short-term parking needs.

**P9-59** Consider a parking management program for the commercial area to provide for the needs of residents, employees and visitors in the most appropriate locations in the commercial area. The parking program shall ensure that the City maintains adequate, convenient parking for residents and visitors alike.

## ***Cultural Resources***

### **Historic Preservation**

**G9-5** Promote the identification and preservation of historic resources including buildings, structures, objects, sites, districts, and archaeological resources that represent the unique architectural, cultural, and historic and prehistoric identity of Carmel-by-the-Sea. The definition of historic resources shall include the built environment, prehistoric resources and historic archaeological resources.

**O9-13** Maintain an inventory of historic resources.

**P9-60** Conduct an ongoing historic survey to identify and document historic resources throughout the City. The City shall engage

historic preservation professionals meeting the qualifications established by the State Office of Historic Preservation to conduct all research, historic evaluation and documentation using accepted methodology and standards of the profession. All surveyed resources that meet the criteria established by City policy shall be included in the Carmel Inventory of Historic Resources (Carmel Inventory). The Carmel Inventory shall include historic resources significant at a State or National level (Primary Resources), historic resources significant at a local or regional level (Local Resources) and historic resources that are contributors to a district. The Carmel Inventory shall be updated on an ongoing basis as new resources are surveyed.

- P9-61** Maintain an Historic Context Statement that documents the historic periods, themes, events, people, architects and builders who have contributed to the cultural and developmental history of the City. Use the Historic Context Statement to identify, document and understand the importance of historic resources. Exclusion from this document shall not preclude a finding of significance for any resource. The Historic Context Statement shall be updated periodically to remain current (See Appendix F: Historic Context Statement, Carmel-by-the-Sea, 1997).
- P9-62** Apply California Register of Historical Resources (California Register) criteria<sup>4</sup> as the framework to identify and document all historic resources. Use the Historic Context Statement to interpret the California Register criteria in determining the significance of Carmel's historic resources.
- P9-63** To qualify for listing in the Carmel Inventory, historic resources shall meet at least one of the California Register criteria, shall be representative of at least one theme included in the Historic

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<sup>4</sup> The California Register has four criteria for historic significance. These (1) are associated with events that have made a significant contribution to broad patterns of local or regional history or the cultural heritage of California or the United States; or (2) are associated with the lives of persons important to local, California or national history; or (3) embody the distinctive characteristics of a type, period, region, or method of construction or represents the work of a master or possesses high artistic values; or (4) has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation.



Context Statement and shall retain substantial integrity<sup>5</sup>. Integrity (association, feeling, setting, location, design, materials and workmanship) shall be documented by comparing the existing condition of the resource with the original building plans or early photographs and/or by physical inspection.

**P9-64** To qualify for listing in the Carmel Inventory, an historic resource eligible for the California Register under just criterion #3, shall be required to meet a higher standard for integrity than is required for resources qualifying under criteria #1, #2 or #4, and shall have been designed and/or constructed by an architect, design/builder or contractor whose work has contributed to the unique sense of time and place recognized as significant in the Historic Context Statement. The work of a previously unrecognized architect, design/builder or contractor may be found historically significant only when there is substantial, factual evidence that the architect, designer/builder or contractor contributed to one or more of the historic contexts<sup>6</sup> of the City to an extent consistent with other architects, design/builders or contractors identified within the Historic Context Statement. All such determinations shall be made by the Planning Commission based on recommendations from the Historic Preservation Board.

**P9-65** Properties that display particularly rare architectural styles and vernacular/utilitarian types shall be given special consideration due to their particularly unusual qualities. Such rare examples, which contribute to diversity in the community, need not have been

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<sup>5</sup> Integrity is based on why a property is significant. Ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant. The steps in assessing integrity are (1) defining the physical features that must be present for a property to represent its significance, (2) determining whether these features are still visible enough to convey significance, (3) determining whether the property needs to be compared to other similar properties to understand its significance and (4) determine which aspects of integrity are vital if the property is to qualify as a resource (adapted from the National Register of Historic Resources, Bulletin #15).

<sup>6</sup> An historic context is a body of information about historic properties organized by theme, place and time. A single historic context describes one or more important aspects of the development of an area relating to its history, architecture, archaeology and culture. A context may be based on one or a series of events, patterns of community development, or associations with the lives of a person or group of persons that influenced the destiny and character of a place or region (from National Register Bulletin #24). Currently there are five themes developed in Carmel's Historic Context Statement. They are: (1) Prehistory and Hispanic Settlement, (2) Economic Development, (3) Government, Civic and Social Institutions (4) Architectural Development in Carmel and (5) Development of Art and Culture.

designed by known architects, design/builders or contractors. Rather, rare styles and types that contribute to Carmel's unique sense of time and place shall be deemed significant.

- P9-66** Properties that fail to meet the above-established criteria for inclusion in the Carmel Inventory shall not be treated as historic resources under this section or under provisions of the California Environmental Quality Act.
- P9-67** Establish procedures for the Planning Commission, based on recommendations from the Historic Preservation Board, to remove historic resources from the Carmel Inventory based on incorrect evidence, invalid analysis, or loss of integrity of the identified historic resource. An historic resource listed on the Carmel Inventory shall be presumed historically significant and shall not be removed unless a preponderance of the evidence demonstrates that it is not an historic resource.
- P9-68** Notify property owners upon identification of each historic resource included in the Carmel Inventory. Provide information to property owners on the City's preservation program and explain the benefits and responsibilities of owning an historic resource. Encourage owners to place their historic resource on National, State or Local Registers to maximize potential benefits to the owner and to the public.
- P9-69** Use the Carmel Inventory to identify historic resources for purposes of required California Environmental Quality Act (CEQA) review of proposed projects. Historic resources on the Carmel Inventory shall have a presumption of significance pursuant to CEQA § 21084.1 and shall be treated as historical resources under CEQA. Failure to include a property on the Carmel Inventory shall not preclude a future determination that it qualifies as an historic resource based on new evidence.
- P9-70** Establish a process to help preserve and provide public recognition of historic resources.
- P9-71** Establish a Carmel Register of Historic Resources (Carmel Register). Place all surveyed historic resources that are significant at the National or State level (i.e. Primary Resources) on the Carmel Register.

- P9-72** Establish a process for the voluntary registration of local historic resources. Invite and encourage the owners of all local historic resources identified on the Carmel Inventory to register these resources. Provide regulatory and monetary incentives to encourage voluntary registration of local historic resources identified in the Carmel Inventory.
- P9-73** Establish a process for the registration of historic districts identified in the Carmel Inventory. Register a district unless owners of more than 50% of the contributors within the district boundary file an objection to the registration.
- O9-14** Protect the design character and context of the residential and commercial areas to maintain an appropriate setting for historic resources.
- P9-74** Ensure, through the City's development review processes, that new and altered buildings, whether historic resources or not, are consistent with review standards and zoning ordinances.
- P9-75** Implement guidelines for the commercial and residential areas that reflect the design context established by historic patterns of development and explain, illustrate, and establish standards to perpetuate the City's design context, setting, and community character consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for Preserving, Rehabilitating and Restoring Historic Buildings (Secretary of the Interior's Standards and Guidelines).
- P9-76** Implement guidelines for civic design to preserve unique community character resources (e.g. public structures, street signs, landscape features and materials, etc.). Incorporate the concept of cultural landscapes (e.g. streets and other non-building open space features) in future revisions to the Historic Context Statement and develop guidelines for their preservation.
- P9-77** Use the State Historical Building Code for historic buildings and properties. Foster a greater understanding of this Code among architects and building professionals.
- P9-78** Minimize adverse impacts to historic resources from natural disasters by promoting seismic safety, flood protection, and other building safety programs. Ensure the preservation of historic resources identified in the Carmel Inventory through the

development and implementation of an effective emergency response plan.

- P9-79** Ensure that City ordinances, development review processes and administrative policies support, facilitate and coordinate with preservation activities.
- P9-80** Incorporate historic preservation principles into the City's project review processes. Minimize potential impacts on historic resources when developing and enforcing land use, design review, zoning, building code, fire code, environmental review, and other City regulations.
- P9-81** Implement the Secretary of the Interior's Standards and Guidelines as the standard of review for development projects affecting historic resources. The City shall retain qualified professionals to review proposed exterior changes to historic resources to determine whether they are consistent with the Secretary of Interior's Standards and Guidelines Standards.
- P9-82** Prohibit the demolition of all historic resources and prohibit changes to historic resources that conflict with the Secretary of Interior's Standards and Guidelines unless it is determined through environmental review that there are no feasible alternatives. When completing environmental review of any project affecting an historic resource, require exploration of one or more alternative designs that would be consistent with the Secretary of the Interior's Standards and Guidelines Standards.
- P9-83** Implement Design review guidelines to ensure preservation, protection, enhancement, rehabilitation, reconstruction, and perpetuation of existing structures of historic significance in a manner consistent with the character of the village. Such criteria shall include, but not be limited to, architectural design, size, scale, height, spatial relationships, window, dormers, appurtenances, proportion and placement of improvements on the parcel, and landscaping, including planting or removal of vegetation.
- P9-84** Recognize existing architectural features and styles when reviewing alterations to historic resources. Strive to achieve compatibility between these historic elements and proposed changes. Allow historic resources included in the Carmel Inventory

to retain existing land use and/or design nonconformities when proposed rehabilitation or repairs are found to be consistent with the Secretary of Interior's Standards and Guidelines. Allow changes to historic resources in the Carmel Inventory that expand an existing design nonconformity or create a new design nonconformity only when this is found to be necessary to achieve consistency with the Secretary of Interior's Standards and Guidelines.

- P9-85** Minimize adverse impacts to historic resources from natural disasters by promoting seismic safety, flood protection, and other building safety programs. Ensure the preservation of resources identified in the Carmel Inventory through the development and implementation of an effective emergency response plan. Prohibit and adopt penalties for intentional neglect and/or vandalism of historic resources ("demolition by neglect").

## **Archaeological Resources**

### **O9-15** Identify and protect archaeological resources within Carmel.

- P9-86** Maintain an Archaeological Overlay District in the Carmel Zoning Ordinance. Include the area of potential archaeological significance (Figure 9.2) and the commercial and R-4 Districts within the Overlay District. Establish the Archaeological Resources Management Report (AMAR Preservation Bulletin) as the standard report format for all documentation. Accept reports only from Registered Professional Archaeologists (RPA).
- P9-87** Require a Phase I Archaeological Study performed by a Registered Professional Archaeologist to determine whether significant archaeological resources may be present when excavation activity is proposed within the Overlay District.
- P9-88** All available measures, including redesign and obtaining archaeological easements, shall be pursued to avoid development on sensitive archaeological sites. Site preservation shall be preferred over excavation of the resource.
- P9-89** If archaeological resources are discovered during construction, work shall cease immediately and the resource shall be preserved

or the impact mitigated according to these policies. This policy shall apply Citywide.

- P9-90** Require monitoring and either safe retrieval, collection and archiving or preservation in-situ of all identified archaeological resources. Conduct all testing, monitoring and mitigation of impacts in accordance with the recommendations of a Registered Professional Archaeologist and consistent with the requirements in the State CEQA Guidelines section 15064.5.
- P9-91** Transmit all archaeological resource reports and attachments to the Northwest Information Center as designated by the State Office of Historic Preservation.

# Access & Recreation

## Introduction

Carmel-by-the Sea is a popular visitor destination, known as much for its spectacular coast as for its unique community character. Carmel Beach is owned and maintained by the City of Carmel and includes over 22 acres of white sand beach. Carmel Beach sits on the northern half of Carmel Bay, which stretches from Cypress Point on the north to the outer tip of Point Lobos to the south. The beach is used year round and represents an important recreational resource.

One of the shoreline's outstanding features is the sand itself, with the texture and bright appearance of granulated sugar. Beaches composed of such fine white sand are very rare along the central coast of California. At about one mile in length, the beach's white sands extend out below translucent blue waters into Carmel Bay. Wind-sculpted Monterey Cypress trees line the bluffs. Views to the north are of the rocky headlands of Pebble Beach. The south vista is of Abalone Point and Point Lobos beyond. Together, the beach, ocean, trees and views combine to create one of the most scenic landscapes in California.

Scenic Road and the Beach Bluff Pathway are also owned and maintained by the City of Carmel. The pathway offers a unique pedestrian experience as it meanders along the bluffs. The decomposed granite pathway passes between the tree-dotted, vegetated bluff outcrops and the rock curb that defines the edge of Scenic Road. The bluff top area is maintained by the City and is complemented by nine beach access stairways and a series of benches and overlooks. This pathway is heavily used, providing a complementary experience to the sandy beach. From the bluff top one can see different vistas, relax on benches, and stroll along a path that is perfect for jogging or pushing strollers or for those whose physical condition makes walking on the beach difficult or impossible. Over the years, Carmel has maintained a balance between preserving the beauty of the shoreline environment and adding the physical improvements that make the Carmel shoreline accessible and enjoyable to the public.

## **Coastal Act Policies**

One of the key objectives of the California Coastal Act is to maximize public access to and along the coast. This is evidenced in the Coastal Act's statement of goals, in the resource policies, and in the requirement for the preparation of a public access component within the local coastal program. Specific Coastal Act sections related to this topic that are relevant to Carmel-by-the-Sea include the following:

**Section 30210.** *...Maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.*

**Section 30211.** *Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.*

**Section 30212.** *(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:*

*(1) It is inconsistent with public safety, military security needs, or the protection of fragile coastal resources,*

*(2) Adequate access exists nearby.*

**Section 30212.5.** *Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.*

**Section 30213.** *Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.*

**Section 30214.** *(a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following:*

*(1) Topographic and geologic site characteristics.*



- (2) The capacity of the site to sustain use and at what level of intensity.*
- (3) The appropriateness of limiting public access to the right to pass and repass depending on such factors as the fragility of the natural resources in the area and the proximity of the access area to adjacent residential uses.*
- (4) The need to provide for the management of access areas so as to protect the privacy of adjacent property owners and to protect the aesthetic values of the area by providing for the collection of litter.*
- (b) It is the intent of the Legislature that the public access policies of this article be carried out in a reasonable manner that considers the equities and that balances the rights of the individual property owner with the public's constitutional right of access pursuant to Section 4 of Article X of the California Constitution.*

**Section 30220.** *Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.*

**Section 30221.** *Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.*

**Section 30222.** *The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.*

**Section 30223.** *Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.*

**Section 30252.** *The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that*

*the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.*

## **Background**

### ***Beach Access***

Implementation of Coastal Act public access requirements focuses on two types of access: vertical and lateral. Vertical access provides routes from the “nearest public roadway to the shoreline.” Lateral access is along the shoreline, typically immediately adjacent to a sandy beach or rocky inter-tidal zone, at the top of a bluff or otherwise above the high tide line, where pedestrians may walk along the coast without being affected by waves or any safety hazards presented by bluff edges. Parking facilities near the beach also is a local access issue.

Carmel is among a limited number of California coastal communities where nearly the entire shoreline from the first public road to the sea is open to the public and easily accessible. The entire beach and bluff is dedicated as a City park and is kept as natural appearing as possible consistent with public access, habitat protection, safety and provision of limited recreational support facilities.

The City has a highly evolved access system that integrates several types of facilities and regulatory programs to maintain the natural character of the beach and bluffs. The City provides vertical access at one to two block intervals along its entire coastline.

- The west end of Ocean Avenue has long provided the principal vertical access point to Carmel Beach for visitors. This area has approximately 124 parking spaces freely available to the public and the main public restroom facilities are located here.
- Access north of Ocean Avenue is provided via a dedicated easement through the Sand and Sea subdivision. Scenic Road and its Beach Bluff Pathway provide continuous lateral bluff-top access from Eighth Avenue to the south City boundary. Scenic Road also provides 127 parking spaces and twelve vertical access points (stairways or sand ramps) from the bluff top to the beach below (see Figure 9.4).
- Pedestrian easements provide convenient access to additional beach parking located along San Antonio Avenue. Pedestrian easements connect San Antonio Avenue to the Scenic Road corridor at the ends of 9<sup>th</sup> through 12<sup>th</sup> Avenues. Where possible, beach stairways are located near the outlet of these pedestrian

easements to ensure a convenient, safe route to the beach. This minimizes foot traffic on the fragile bluffs, which would destroy landscaping and increase erosion.

- Support facilities such as viewing benches, trash containers, sand wash-off stations, informational and safety signage, public restrooms, curbside parking and rustic guard railings complete the access system.

Figure 9.4 shows a map of public access points to the beach.

Access issues discussed at community workshops include means to provide improved access for the disabled, improved lateral access between Ocean Avenue and Eighth Avenue and restoration of the vertical access near Twelfth Avenue that was lost during the storms of 1982-83. This Plan assumes that the number and general distribution of existing vertical access facilities will be retained as long as bluff erosion and engineering feasibility allows. Improving vertical access to the beach for neighborhoods north of Ocean Avenue also is supported in this plan.

### ***Recreation and Support Facilities***

Recreation is another fundamental component of the Coastal Act. The City's public beach is an important recreational resource both for the City's residents and visitors. The City limits structural improvements and prohibits commercial activity at the beach to protect its informal, natural character. While there are a variety of physical improvements such as public parking, the Beach Bluff Pathway, seawalls, stairways, restrooms and an irrigation well, the City always strives to keep these facilities low in scale, and designed to be simple and rustic in character using natural materials such as stone and wood.

The winter storms of 1982/83 severely damaged the bluffs, roadway, and public access points along the shoreline. In some places the bluff retreated 30 to 40 feet inland destroying beach stairways, drainage facilities and vegetation. In response, the City embarked on a beach restoration project to restore and armor the bluff, rebuild damaged drainage and access facilities and make improvements to recreation facilities along Scenic Road and the beach. The project was funded in part with grant monies from the California Coastal Conservancy and included such amenities as the pathway, construction of new vertical access points along the beach, viewing platforms, public parking spaces, benches, signs, and shoreline armoring. In order to accommodate the new pedestrian path as well as maintain a 20' road width, the western edge of Scenic Road was realigned and approximately 22 parking spaces were eliminated. Prior to this project, there was no separate pedestrian path along the beach bluff--cars and people intermixed creating a public hazard. Even with the loss of parking, the project was found to be consistent with Coastal Act because it provided significant public benefits of improved lateral access along the bluff and vertical access to the beach.

Today, the public continues to enjoy the benefits of the Beach Bluff Pathway and convenient access to the beach. It is estimated that more than 2.5 million people each year visit Carmel, and many of these come to see the beach.

The Beach Bluff Pathway is a scenic trail that currently extends from Eighth Avenue south to the City limit. This Pathway runs parallel to Scenic Road and provides excellent views of Carmel Bay and the sandy beach. This pathway is a recreational amenity that is used by members of the public from the early morning hours until twilight. Since use of this pathway is a pedestrian activity members of this group are more likely to arrive on foot, making the pathway part of a longer walk through Carmel's neighborhoods. Some, however, do arrive by car and need a convenient place to park. For someone who desires to walk the full length of the pathway the most convenient place to park would be near one of the ends of the pathway. Within the program area there are over 100 parking spaces south of Thirteenth Avenue and 95 parking spaces located between Ocean and Eighth Avenues, making this requirement easy to satisfy. Very few use this pathway at night. There is some seasonality evident with peak use during the summer months.

Parking demand exceeds supply especially on busy weekends days and during the summer season. During these times, competition for parking at the Ocean Avenue/Del Mar Avenue beach lot and the public parking spaces along Scenic Road reaches a peak and spills over into the on-street parking in adjacent residential neighborhoods. Demand for public parking and access to the beach typically wanes in the late afternoon. The City controls beach parking through design, dispersal and by regulating parking time limits. In public workshops the congestion at the Del Mar parking lot was identified as a problem that should be addressed. Policies in this land use plan support development of a master plan that includes a redesign of this area to improve circulation, reduce congestion, protect sensitive resources and enhance visual character. (See Figure 9.5 for location of the master plan area.)

Among the most difficult facilities to site are public restrooms. The City provides a main restroom facility at the foot of Ocean Avenue/Del Mar parking area. This facility is often crowded and could be expanded to improve capacity on busy weekends. With more than a mile of coastline this single facility is often too distant to serve public needs and the City has long recognized the desirability of establishing a second or even a third smaller facility south of Eighth Avenue. Public demand is seasonal and this could allow for one or more nonpermanent restrooms to meet peaks in demand. Siting a permanent facility must account for the full cycle of storm activity, beach aesthetics, public and private views and service/maintenance needs.

Other identified needs include an improved signage program, emergency response telephones and the development of educational materials for visitors and residents. Each

of these will improve the enjoyment of recreational users of the beach and aid in the safe and effective management of this resource.

Figure 9.6 shows a map of parks and open space, including Carmel Beach.

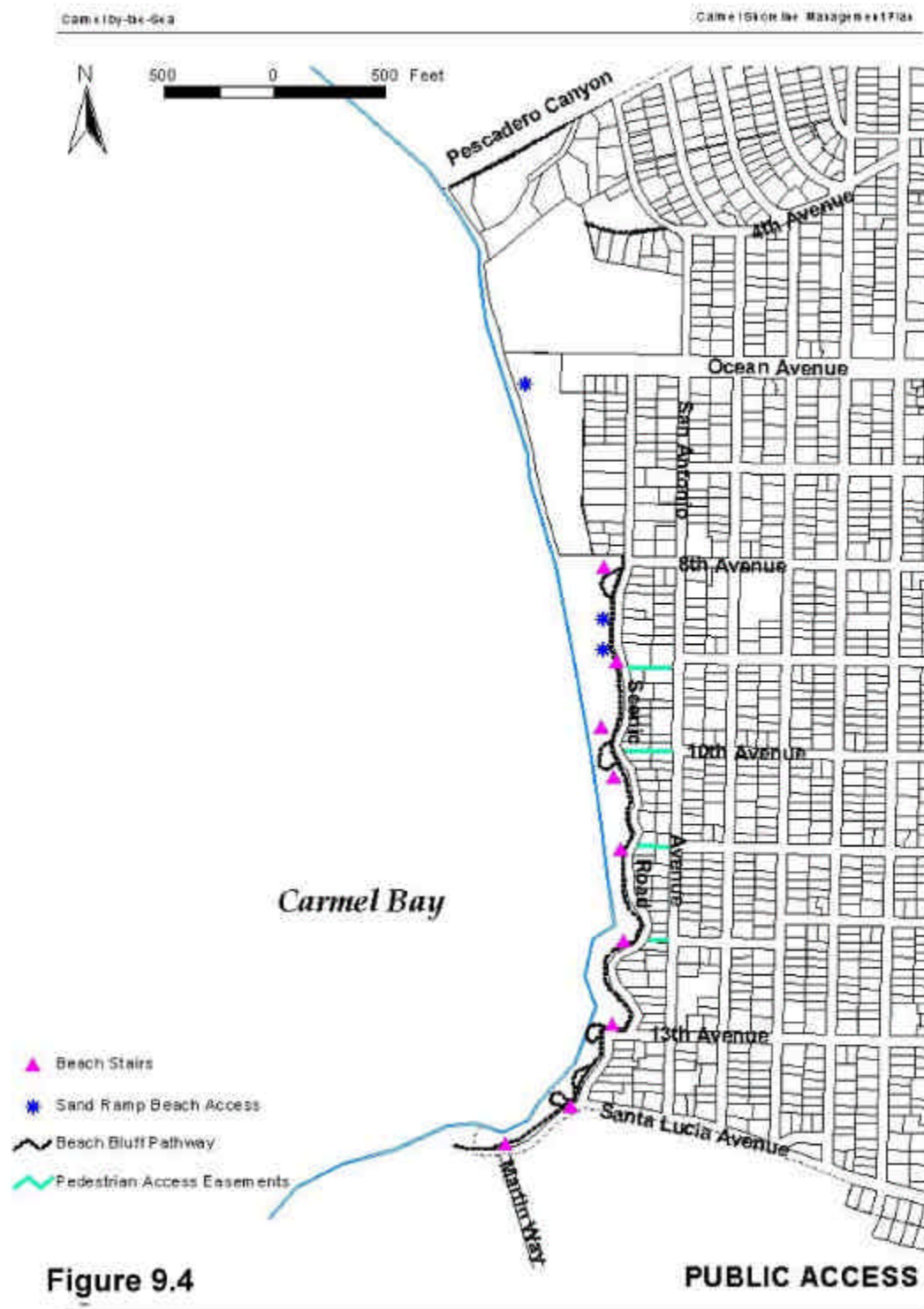
### ***Visitor Accommodations and Recreation Services***

Visitor accommodations provide an opportunity for overnight visitors to stay in the City and is an important supporting aspect of coastal access and recreation for the City. Carmel-by-the-Sea is a popular visitor destination and accommodates a large supply of hotel and motel rooms. Based on a review of permits, there are 948 authorized motel/hotel rooms within City limits. Approximately 50 percent of the land area of the business district is occupied by motel uses, primarily in the RC (Residential/Commercial) and R-4 (Multifamily) districts. A large percentage of the land zoned for retail commercial activity also is occupied by visitor-oriented uses. With a resident population of less than 5,000, this represents a significant proportion of resources devoted to providing visitors with recreational opportunities and access to Carmel's coast.

For these reasons, this Coastal Plan does not establish policies encouraging additional motel or visitor uses. Instead it recognizes the importance of these uses to the community and incorporates policies that will maintain and enhance the existing motel and visitor-serving uses. Policies that encourage local-serving uses and a balanced mix of uses seek to moderate the impacts of tourism on the residential community. These policies will benefit both the residential community and the visitor experience. Avoiding over-commercialization and preserving the uses necessary for local community life will enhance the charm and quality of life that makes Carmel so interesting to visit.

Many visitor accommodations are older and the City should expect renovations and replacement of these buildings over the next few decades. Coastal policies need to guide this natural recycling to accommodate visitor needs while retaining the scale and character of the downtown. One opportunity that would aid in mitigating the impacts of motels while preserving the existing motel stock is the transfer of R-1 Motels out of the single-family neighborhoods and into the commercial area. Land use and water policies address this opportunity.

Additionally, there is some evidence that the City may be losing market share of overnight visitors to other regional facilities that provide conference facilities. Policy options to encourage expansion of small-scale conference facilities, and/or the development of a central conference facility that can be shared by all hotels/motels should be considered as a means of protecting the City's economic base.



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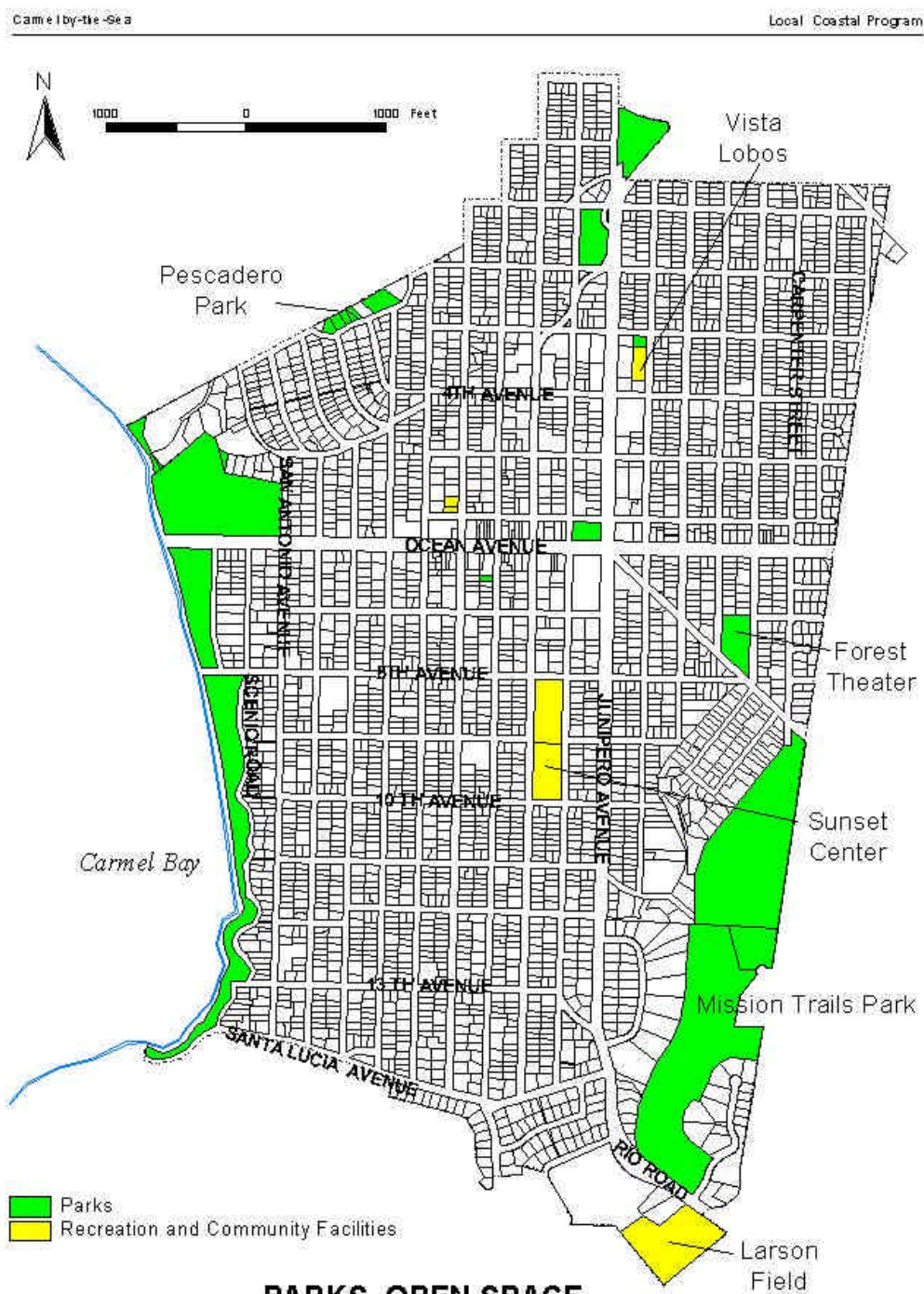


Figure 9.5

# **PARKS, OPEN SPACE, RECREATION, AND COMMUNITY FACILITIES**



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## Goals, Objectives and Policies

### *Beach Access*

**G9-6** Provide maximum public access to, and recreational use of, the shoreline consistent with private property rights and environmental protection.

**O9-16** Maintain frequent and safe points of access along the beach.

**P9-92** Development shall not interfere with the public's right of access to the sea.

**P9-93** Continue to provide vertical access along the Carmel shoreline at approximately one or two block intervals.

**P9-94** Improve and sign the vertical access at Fourth Avenue. Consider development of a pedestrian path from the foot of Jane Powers walkway to the Fourth Avenue beach access through Sand and Sea. Investigate and implement opportunities to establish or reestablish additional vertical access from North San Antonio to the beach to the extent feasible.

**P9-95** Periodically reestablish the sand dune at the foot of Ocean Avenue, to provide convenient beach access from the Ocean Avenue/Del Mar parking lot. Reestablish and regularly maintain a vehicle and handicap access ramp south of Eighth Avenue.

**P9-96** Enhance pedestrian access to the shoreline from San Antonio Avenue using existing pedestrian access easements /drainage ways that connect San Antonio Avenue with Scenic Road located at Eighth, Ninth, Tenth, Eleventh, and Twelfth Avenues. Redirect surface storm water flows in these easements drainage ways to underground culverts to improve pedestrian safety, access, and aesthetics.

**P9-97** Keep the vegetation on San Antonio Avenue near pedestrian access easements pruned for safe visibility of pedestrians by motorists.

**P9-98** Protect the public's historic right of unrestricted access to the entire beach in Carmel-by-the-Sea from the southern to the northern city limit by prohibiting development that interferes with such rights

and by actively defending established prescriptive rights. Complete the City's acquisition of the sandy beach along the entire Carmel shoreline.

- O9-17** Establish a local segment of the California Coastal Trail through Carmel-by-the-Sea by connecting existing pedestrian paths and developing new pedestrian paths or routes as required to create a continuous trail through the City.
- P9-99** Designate the Beach Bluff Pathway as part of the California Coastal Trail (as long as this does not require any alteration to design or use). Coordinate with Monterey County to increase public awareness of the new segment of the Trail.
- P9-100** Coordinate with Monterey County to establish a continuous coastal trail through Carmel that links Rio Park, Carmel Point, the Beach Bluff Pathway, and the trail network in Del Monte Forest. Support efforts by Monterey County to establish a pedestrian pathway around Carmel Point to continue the California Coastal Trail.
- P9-101** Improve pedestrian circulation between the north end of the Beach Bluff Pathway at Eighth Avenue and the beach facilities at Ocean Avenue and Del Mar as part of the Del Mar and North Dunes Master Plan.
- P9-102** Provide safe and adequate pedestrian access from the Carmel Gate at the North City boundary to Ocean Avenue while protecting environmental resources.
- P9-103** Sustain and maintain the Beach Bluff Pathway design concept and landscape plant selection. Authorize the Forest and Beach Commission to review and approve design changes and plant selections. Require a coastal development permit for significant changes or any change that would substantially alter the design concept.
- P9-104** Install more seating along the beach pathway.
- G9-7** Develop a Master Plan for the Del Mar and North Dunes area. Upon approval, the Coastal Land Use Plan shall be amended to incorporate all elements of the Master Plan.

- O9-18** Appoint an ad hoc citizens committee to develop the Del Mar and North Dunes Master Plan. Address issues related to parking and circulation, access recreation facilities, aesthetics, special events, impacts on residents and visitors and protection of environmental resources. Guide Plan development using the goals, objectives, and policies of this Land Use Plan consistent with Coastal Act policies, for provision of public access and protection of sensitive resources.
- P9-105** Address circulation and parking problems. Make the area more pedestrian/people friendly and protect the environment.
- P9-106** Use City staff along with needed consultants (environmental restoration specialist, traffic engineer, landscape architect) to develop a plan of balanced improvement.
- P9-107** Consider reallocating parking so it will flow in a more efficient manner. Consider a regular shuttle from downtown or from a designated parking area.
- P9-108** Improve the pedestrian experience through the Del Mar parking area for those arriving on foot and from parked vehicles to the beach. Consider construction of boardwalks or other improvements to aid beach circulation, protect tree roots and protect the sensitive vegetation in the North Dunes area.
- P9-109** Provide handicap access consistent with ADA requirements. Provide access that blends with the beach and allows handicapped individuals the opportunity to enjoy a more natural beach experience.
- P9-110** Provide adequate and aesthetically pleasing trash containers.
- P9-111** Provide secure bicycle racks.
- P9-112** Continue to support passive beach activities that are consistent with maintaining the natural beach setting. Active recreational opportunities need not be enhanced.
- P9-113** Do not install formal picnic tables or benches. Rather, provide driftwood logs for seating. Picnicking on the beach should be conducted in a traditional manner with blankets, etc.
- P9-114** Retain the informal atmosphere of the volleyball courts.

- O9-19** Provide beach users with information about Carmel Beach, its vegetation, facilities, amenities, and limitations (rules). Educate the public about the danger of the beach and ocean environment and provide emergency response capabilities.
- P9-115** Consider establishing and budgeting for the position of an educational officer who would patrol the beach and adjacent areas to educate people about beach usage and prevent damage to the environment. This person should have the authority to issue citations.
- P9-116** Expand the existing beach brochure and distribute it through various visitor information outlets and distribution receptacles conveniently placed along the Scenic Road pathway.
- P9-117** Consider conducting monthly beach tours hosted by staff or docents for the purposes of public education if there is sufficient demand for this service.
- P9-118** Maintain emergency 911 telephones along the shoreline.
- O9-20** Establish a uniform signage program for the beach and bluffs to better inform beach users of regulations governing activities on the beach.
- P9-119** Post “beach access/pedestrians only” signs at the top of pedestrian easements to help visitors locate these access routes including North Dunes access routes and the easement from San Antonio through Sand and Sea.
- P9-120** Install signage along Scenic Road to direct traffic and indicate beach parking hours.
- P9-121** Use as few signs as possible to accomplish the desired purpose. Rely on design features and/or public education to influence behavior first. Establish standards for the total number of informational signs along the shoreline.
- P9-122** Consider locating signs at the bottom of the bluff if appropriate.
- P9-123** Use signs that are aesthetically pleasing, easily seen, minimal in size, brief in content, of muted color and uniform in design.

- P9-124** Post educational/interpretive signs where appropriate along Scenic Road and in the North Dunes area.
- P9-125** Post signs warning beach users about dangerous ocean conditions.
- P9-126** Use international symbols whenever possible, along with a brief explanation of prohibitions and Municipal Code Section citations.
- P9-127** Maintain all signs to ensure that they are legible. Signs that are vandalized or defective shall be replaced or repaired as soon as possible.
- P9-128** Maintain signs at each stairway indicating fires must be at least twenty-five feet from the base of the bluffs and that they are not allowed north of Tenth Avenue.
- P9-129** Use trash containers as a location for educational and regulatory signs.

### ***Recreation and Support Facilities***

- G9-8** Provide adequate facilities that will attend to the needs of the public, mitigate damage to the environment, and respect the neighborhood.
- O9-21** Limit development along the Carmel shoreline to facilities that support passive and active recreational activities, beach access, bluff protection and protection of infrastructure. Bluff protection and protection of infrastructure shall be permitted only when existing facilities are in danger from erosion. Ensure that any new structure or development is visually compatible with the natural beach environs, is consistent with the established design of existing facilities, minimizes coverage, and does not impede access. Avoid to the maximum extent feasible the seaward encroachment of new structures.
- O9-22** Provide restroom facilities consistent with the volume of people who use the beach and Beach Bluff Pathway.
- P9-130** Retain the existing restroom facility at the Ocean Avenue/Del Mar parking lot and consider improvements to increase its capacity.
- P9-131** Retain the current second restroom facility at Santa Lucia Avenue until it can be replaced by a permanent site. Remove this facility

upon construction of one or more additional permanent restrooms south of Eighth Avenue.

- O9-23** Provide a parking program for Carmel Beach that supports convenient access without compromising aesthetics, environmental quality or residential character.
- P9-132** Develop a design plan for the Del Mar parking area that improves circulation, reduces congestion, enhances visual quality, and enhances community character. The redesign shall avoid or minimize any loss of parking spaces.
- P9-133** Continue to regulate beach parking using time limits. Retain beach parking as a free resource to the public facilitating access for all. Keep public spaces along the Beach Bluff Pathway small, intimate and dispersed to avoid large congregations of people that would disturb nearby residents.
- P9-134** Provide convenient and free public beach parking from 5:00 a.m. until 10:30 p.m. daily. Parking outside of these hours along Scenic Road and at the Del Mar parking lot shall be limited to residents and guests with a resident's parking permit.
- G9-9** Provide for a wide variety of passive and active recreational experiences for all beach users while protecting the resource values of beach environs.
- O9-24** Manage the City's beach, park and open space resources in a manner to encourage use and enjoyment by residents and visitors.
- P9-135** Establish and maintain in public ownership the entire sandy beach on Carmel's shoreline from the north to the south City boundary.
- P9-136** Establish, in coordination with the State Department of Parks and Recreation, Monterey County Regional Park District and the Monterey County Parks Department, a trail network linking the state-owned Odello land and Carmel River State Beach to the Carmel Mission, Mission Trail Nature Preserve and Beach Bluff Pathway.
- P9-137** Allow surfing, hiking, picnicking, horseback riding, and typical beach games, such as Frisbee and volleyball on the beach without restriction. Allow dogs on the beach when on a leash or under voice control. Require dogs on the Beach Bluff Pathway to be on a

leash. However, if the dog policy combined with educational efforts does not promote a safe environment for beach users and dogs, a leash law for certain times should be considered.

- P9-138** Discourage any further incursion of recreational activities into the North Dunes habitat. Sensitive resources in the North Dunes habitat area shall be protected.
- P9-139** Prohibit percussion instruments on Scenic Road, the Beach Bluff Pathway, and beach bluff without a permit. Prohibit sound amplifying equipment on the City Beach without a permit.
- P9-140** Prohibit sales or other commercial activities on Carmel Beach, along the bluff or in the Ocean Avenue/Del Mar parking lot.
- P9-141** Prohibit overnight camping on any portion of the beach and bluffs.
- P9-142** Allow alcohol consumption on the beach until 10:00 p.m.
- P9-143** Prohibit bicycles and skating on pedestrian access easements between Scenic Road and San Antonio Avenue and on the Beach Bluff Pathway.
- P9-144** Prohibit private dune buggies and motorized marine vehicles on the beach.
- P9-145** Maintain as operational all wash-off stations located adjacent to the stairways at Eighth, Eleventh, Thirteenth, and Santa Lucia Avenues.
- P9-146** Implement procedures and regulations for temporary events on the beach that will protect public access and environmental resources.
- O9-25** Allow beach users the opportunity to enjoy a fire for warmth or cooking, while protecting the sand from degradation.
- P9-147** Allow beach fires until 10:00 p.m. south of Tenth Avenue but at least twenty-five feet from the base of bluffs. Install appropriate signage to indicate this distance and time limit and to indicate methods for correct extinguishing of fires with water.



### ***Visitor Accommodations and Recreation Services***

- O9-26** Establish standards that support the improvement and/or replacement of existing motel facilities while mitigating impacts and enhancing the aesthetic character of these uses. Maintain the existing balance between visitor serving, general commercial, and residential land uses.
- P9-148** Establish a City-wide cap on hotel/motel units equal to the number of existing authorized hotel/motel units. If units are demolished or converted to other uses allow lost units to be reestablished on other sites up to the cap. Periodically evaluate (at least every ten years) whether an appropriate balance of land uses is being maintained.
- P9-149** Encourage the conversion of existing, under-performing commercial space to visitor accommodations within the limits of the cap. Mitigate impacts of motel uses on the long-term livability of any nearby residential uses. Protect and conserve all existing residential units in all commercial districts.
- P9-150** Conserve and enhance the scale, character, landscaping and historic features of the City's motel sites and buildings when proposals for rebuilding or remodeling are considered. Promote the undergrounding of parking and the creation of attractive open space design features in such projects.
- P9-151** Encourage the establishment of additional visitor support facilities (e.g. conference rooms, exercise rooms, etc.) at, or associated with, authorized motel uses in the commercial area to enhance the attractiveness of local accommodations.
- P9-152** Retain measures to restrict commercial short-term rental of single-family residences in the R-1 district.
- P9-153** Continue to prohibit the sale of interests in and rights to use real property in the City on a timesharing basis.
- O9-27** Maintain a mix of commercial uses that are compatible with the character of Carmel as a residential village.
- P9-154** Require visitor oriented retail businesses to be located in the core area of the commercial district. (See Figure 9.3)

- P9-155** Allow resident-oriented businesses in all areas of the commercial district and particularly encourage such businesses in areas that also are in close proximity to community, cultural and public facilities within the commercial district.
- P9-156** Require that all retail uses be conducted within a fixed place of business within the City. Prohibit exterior retail sales or soliciting from business to business ("in and about" retail sales).

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# Coastal Resource Protection

## Introduction

This section of the Coastal Land Use Plan includes policies for protection of the City's coastal environmental resources including the character of its forest, beach and bluffs, water quality and Environmentally Sensitive Habitat Areas (ESHAs). As noted in the previous section (Access and Recreation), there is little private land located between the first public road and the shoreline. The City owns nearly the entire beach. This eliminates many of the potential conflicts that other communities face between development and resource preservation objectives along the immediate coastline. However, the City's biological resources are found in a variety of other locations, and require protection under the Coastal Act.

Coastal Act policies relevant to natural resource conservation issues in Carmel include the following:

***Section 30230.** Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.*

***Section 30231.** The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste-water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams...*

***Section 30233.** (a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:*

(b) *Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for such purposes to appropriate beaches or into suitable long shore current systems...*

(c) *Erosion control and flood control facilities constructed on watercourses can impede the movement of sediment and nutrients, which would otherwise be carried by storm runoff into coastal waters. To facilitate the continued delivery of these sediments to the littoral zone, whenever feasible, the material removed from these facilities may be placed at appropriate points on the shoreline in accordance with other applicable provisions of this division, where feasible mitigation measures have been provided to minimize adverse environmental effects. Aspects that shall be considered before issuing a coastal development permit for such purposes are the method of placement, time of year of placement, and sensitivity of the placement area.*

**Section 30234.5.** *The economic, commercial, and recreational importance of fishing activities shall be recognized and protected.*

**Section 30235.** *Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply...*

**Section 30236.** *Channelizations, dams, or other substantial alterations of rivers and streams shall incorporate the best mitigation measures feasible, and be limited to (1) necessary water supply projects, (2) flood control projects where no other method for protecting existing structures in the floodplain is feasible and where such protection is necessary for public safety or to protect existing development, or (3) developments where the primary function is the improvement of fish and wildlife habitat.*

**Section 30240.** (a) *Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.*

(b) *Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.*

**Section 30244.** *Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.*

**Section 30251.** *The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas.*

## **Background**

### ***Environmental Setting***

The City of Carmel-by-the-Sea is located in a region of California's central coast that is known for its diversity of plants and plant communities. The region surrounding the city supports several different climatic, topographic, and soil conditions, resulting in a wide variety of habitats. This diversity of conditions supports many native plants and wildlife species. As an example of this diversity, 146 plant species reach their most southern and 156 plant species reach their most northern distributional limits in Monterey County, and at least 34 plant species are found only in Monterey County.

Residential development occurs on almost all land in the city, except for seven parks, several miniparks, a compact centralized commercial area and some privately owned parcels in Pescadero Canyon. Approximately 68 acres of public open space and approximately 10 acres of privately owned undeveloped land are under the City's jurisdiction. Most of the parks in the City are developed to support passive and active recreational activities. Of the City's public lands, Carmel Beach, Mission Trail Nature Preserve, and the proposed Rio Park (outside City boundaries), support the most intact and highest quality natural resources. The lower portion of Forest Hill Park also supports natural habitat but has been substantially altered by past activities and continues to be maintained for public recreational uses. The privately owned properties in Pescadero Canyon are part of a larger watershed for Pescadero Creek that extends into Del Monte Forest and supports Monterey Pine forest.

The landform of the Monterey Peninsula is an ascending staircase or series of six marine terraces of increasing geologic age, rising inland from the seashore. These marine terraces reflect the changes in sea level and the general uplift of underlying bedrock along the central coast in roughly the last half-million years or more. The city is built on the

first five of the six marine terraces. The marine sediment of the first four terraces is covered by sand dunes, which also are of increasing age with ascending elevation and distance from the ocean. The greater degree of soil development in the older dunes, such as organic matter accumulation, and clay and iron weathering and translocation to the subsoil, reflect the age of the dunes.

Drainages have cut through the dunes and marine terraces of Pescadero Canyon and Mission Trail Nature Preserve to expose the underlying bedrock. Shale from marine deposits is exposed in Pescadero Canyon, and granitic bedrock is exposed in the lower slopes and stream channel in Mission Trail Nature Preserve. Uplifted alluvial terraces formed by the Carmel River are found along the southern boundary of the City.

Carmel Bay is a 2.8-mile-wide open bay between Cypress Point on the north and the outer tip of Point Lobos, on the south. Its sands are very white, extending out below its clear waters. The deep Carmel Offshore Canyon is located in the southeast part of the bay, with depths of 300 feet less than 0.2 miles from San Jose beach, a part of Carmel River State Beach. The public beach of Carmel-by-the-Sea is on the more gently sloping northeast shore of the bay, north of Carmel River and the promontory now known as Carmel Point. Gentle as Carmel Beach is, it is still considered by coastal geologists to be in the category of "steep" beaches. Ten-foot breakers are not unusual. About one mile in length, covering about 22 acres it is under the jurisdiction of the City. The beach is a commons held in public trust and wholly devoted to public access and the enjoyment by residents and visitors alike. The lower beach near the water is managed as a natural environment. The sand builds 200 feet seaward during summer when waves are small, then retreats toward the bluff, almost to the vanishing point as the large waves of winter storms strip sand from the beach.

The sand supply within Carmel Bay may be a closed system. One study suggests that Carmel Beach does not receive any significant sand transport northward from Carmel River beach around Carmel Point within the bay<sup>7</sup>. Sediment also does not appear to be transported with the northwest drift around the Monterey Peninsula from the southern part of Monterey Bay. Carmel, like many other small embayments along the West Coast, derives most of its sand, not from rivers, but from the erosion of adjacent headlands and shoreline bluffs.

Cypress Point, the western-most point of the Monterey Peninsula, extends about 2 miles beyond the general trend of the coast. South of it, enclosing the anchorages and beaches of Pebble Beach and Stillwater Cove, is Pescadero Point. Since the prevailing swell and long shore currents come from the northwest, it is the Santa Lucia granodiorite of these

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<sup>7</sup> C.D. Storlazzi, M.E. Field/Marine Geology 170 (2000) 289-316.

headlands that is slowly eroded and transported by waves to line the Carmel shoreline with white sands. This quartz sand is so fine that it was mined in earlier days for use in the making of glass.

The shale, sandstone, and lava rock of the bay bluffs, being softer and less resistant than the granite rocks, also contribute material to the sandy beaches. Since these bluffs are so vulnerable, the City of Carmel-by-the-Sea began in the 1950s to build seawalls to protect them. When heavy winter storms combine with the year's highest tides, the beach is sometimes completely inundated. Waves crash against the bluffs and seawalls, and debris has at times been thrown into the air and across Scenic Road. Figure 9.6a shows public coastal protection structures to be maintained. These include seawalls and engineered revetments that protect the bluff from wave attack and stormwater outfalls that direct runoff away from fragile bluff soils to prevent erosion. Figure 9.6b shows the location of sand redistribution activity historically undertaken by the City. In each of the areas shown on the map, sand is moved upslope from just above mean high tide line toward the base of the bluffs to cover exposed revetments and to restore beach sand levels worn down from wave activity and from daily use by the public.

### ***Beach Maintenance and Shoreline Protection***

Public access to Carmel Beach is primarily from the parking area at the foot of Ocean Avenue as well as from numerous sites along Scenic Road. But from these locations, access to the tideline requires a descent that ranges between 12 and 50 feet, depending on location and season. During several months of the year, high-energy (storm) waves scour sand from the beach, exposing an underlying base of large sandstone outcroppings. These conditions often make beach access difficult. During some periods, storm-generated waves strike directly against the dunes, bluffs and beach access stairways, making beach access dangerous. And, like nearly all open-coast locations, the Carmel shoreline appears to be facing a future of rising sea levels and unpredictable weather patterns.

If left unmanaged, the bluffs surrounding Carmel Bay would progressively erode from the impact of winter storm waves and from surface drainage. This natural process would eventually erode the bluffs up to the City's beach access stairways and the Beach Bluff Pathway. Eventually, Scenic Road and the adjacent homes would be threatened as well. Erosion of Carmel's bluffs is quite variable along the shoreline and is episodic. Large, unprotected sections of the bluff subject to wave attack can slough away during heavy surf and winter storms. The same area of bluff may not retreat again for decades. Estimates of the long-term average rate of bluff retreat were performed in 1984 by reviewing old surveys and old aerial photographs. Based on data from 1908 to 1983, bluff retreat rates along Carmel Beach were estimated at between 4" and 8" per year depending on location. Much of this retreat occurred during the single winter of 1982-83



when twenty to forty feet of land between Scenic Road and the bluff's edge were lost to the sea.

Carmel has forestalled this process by modifying the bluffs to resist erosive forces thereby protecting public access as well as public and private improvements. This began with construction of the first seawalls in about 1958. Additional seawalls were added in 1976, 1978, 1982 and 1984, and 2001. By the end of the twentieth-century nearly the entire coastline south of Ocean Avenue was armored by a combination of vertical seawalls, vertical or stepped retaining walls or engineered rock revetments (see Figure 9.6). Drainage improvements also have been installed to divert storm water away from the fragile bluffs. The City has avoided the use of unconsolidated rip-rap which is unsightly and less effective. Through its beach management program, the City annually moves thousands of yards of sand to cover its engineered revetments and maintain ramps to improve beach safety, access, and aesthetics for beach-users.

As Carmel has built seawalls, retaining walls, and engineered rock revetments in a continuing program to protect the City's shoreline bluffs and public amenities along its bluff tops, including the Beach Bluff Pathway, the City has worked to mitigate negative impacts (structural, functional, and visual) that often result from the use of hard protective structures along the shore:

- **Seawalls and Retaining Walls** – These are vertical walls that hold the bluff in place and are exposed to waves on the seaward side. To reduce the visual impact of these structures, the City has covered them all with a facing of “golden granite” rock, giving the walls a more “natural” look. Thus far, the accelerated loss of beach sand that is often associated with seawall construction does not appear to be occurring along Carmel Beach. This may be due to the unique natural sand transport process that is characteristic of the Carmel shoreline or it may be due to the City's annual sand redistribution that artificially moves beach sand from the lower beach to the upper beach to cover revetments and to restore access at the foot of Ocean Avenue. Further long-term study of beach levels is warranted to provide the best management for Carmel's beach. When new protective structures are proposed in areas not previously armored, seawalls are generally considered the preferred alternative unless site-specific engineering reasons dictate otherwise. This is because seawalls take up less beach area and typically do not require annual sand redistribution to cover their bases.
- **Revetments** – These are engineered assemblies that begin with an underlayment of filter fabric placed against the slope of the exposed bluff. This is then covered by core-stones (400 to 600 lbs. each) faced with interlocked armor-stones (5 to 6 tons each). These engineered assemblies are sloped back along the inclined bluffs to shield them from wave attack. To mask any intrusive impact, nearly all engineered revetments installed since 1983 have been covered with local soils,

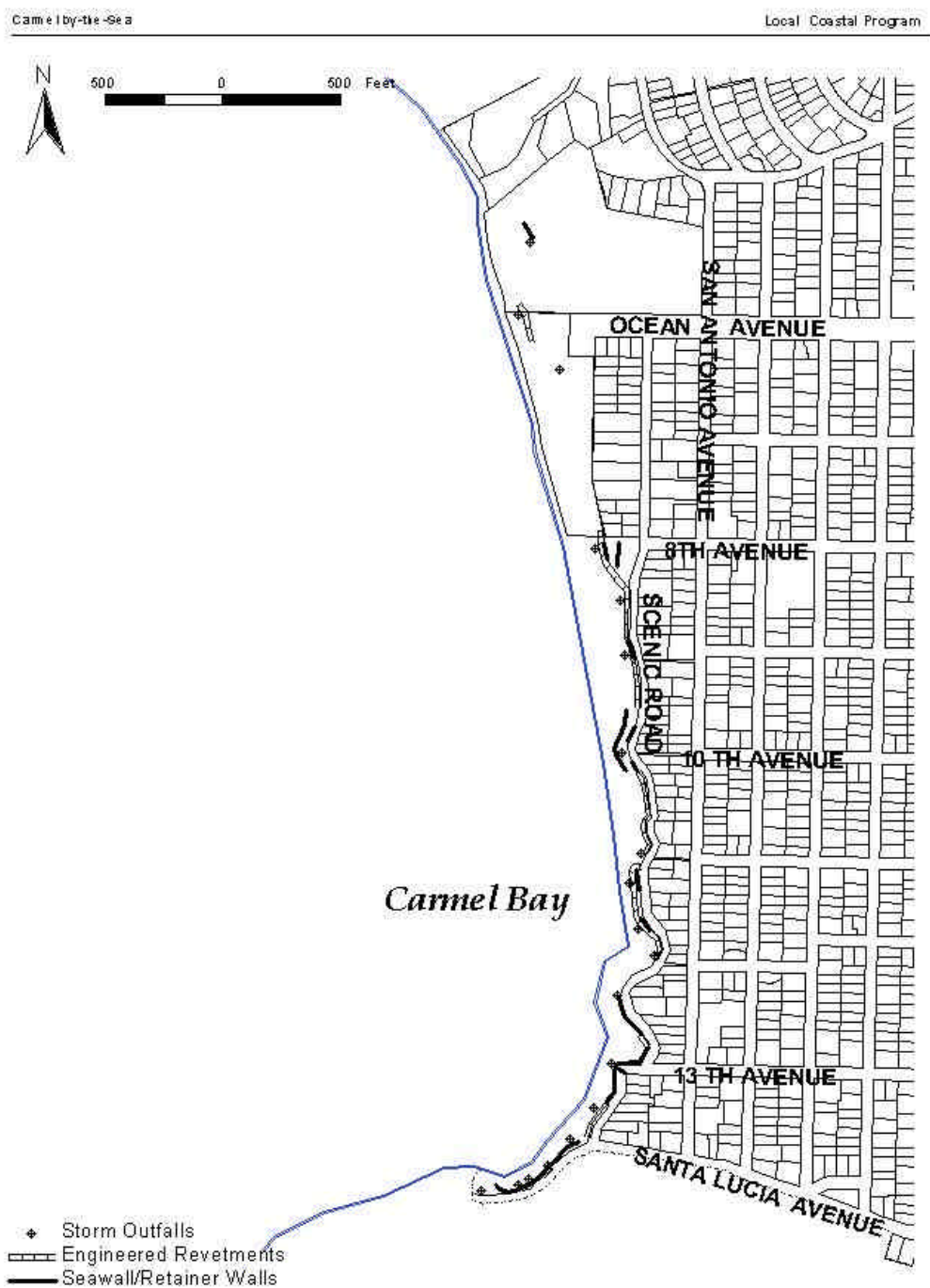
then with beach sand, and then, replanted with vegetation. During the beach's peak visitor period (mid-Spring through mid-Fall), most of the revetments are so well covered that they are virtually indistinguishable from other portions of Carmel's beach and bluffs. Further, the City's beach management program directs the Forest and Beach Department's personnel to annually contract sand bulldozing from the lower beach to the upper beach, thoroughly covering exposed revetment structures.

Most visitors to Carmel's picturesque beach are unaware of this armoring because of the care taken to disguise the structures with soil, sand and landscaping. Policies in this plan support these past practices that combine engineered structures, sand management, and the preservation of beach aesthetics.

The City's Shoreline Management Plan includes a monitoring program to gauge the long-term effect of shoreline structures and directs the Forest, Parks and Beach Department's personnel to evaluate the impacts to marine and terrestrial resources of annually bulldozing sand from the lower beach to the upper beach. In the future, when existing structures fail and need to be replaced or substantially rebuilt, the data collected through the monitoring program will aid the City in determining the best design approach, to take in balancing protection of coastal resources, public access, public safety, aesthetics and engineering

The Shoreline Management Plan serves as a comprehensive document that will guide future management of the City's shoreline area, including beaches, dunes, bluff, landscaping, and associated infrastructure. Updates to the Shoreline Management Plan will be made periodically as new information and our understanding of shoreline processes, marine and terrestrial resources, and the coastal environment evolve.

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**Figure 9.6a PUBLIC COASTAL PROTECTION STRUCTURES**

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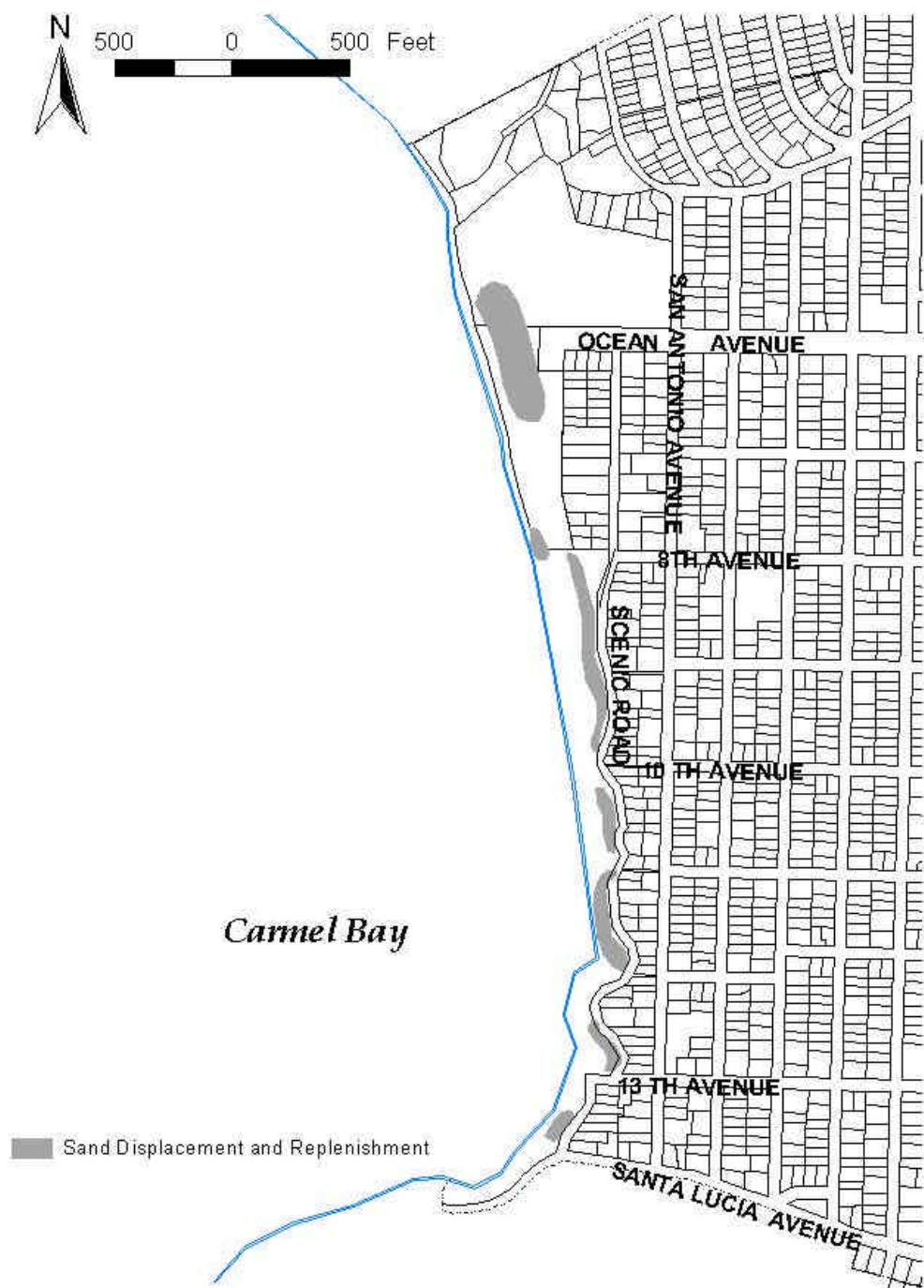


Figure 9.6b

**SAND DISPLACEMENT AND DEPOSITION**

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### ***Urbanized Forest, Parks and Open Spaces***

Since the early 1900's Carmel's forest has been carefully nurtured and enhanced. Monterey pines, Coast Live oaks and other trees were often planted when lots were first sold or developed in an effort to extend the forest cover and range. Over time, the resident's ongoing interest in the forest and natural environment resulted in the adoption of ordinances, resolutions, policies and a Master Plan relating to trees. Taken together, these documents have successfully guided the City's tree program over the years. However, since the measures were adopted at different times to address separate concerns, they lacked a sense of overall cohesion. In order to meld these documents together, the first Forest Management Plan for the City of Carmel-by-the-Sea was adopted in 1971. In early 2001, the City updated the Forest Management Plan and incorporated it into the Local Coastal Program.

Carmel's forest is an "urbanized" Monterey pine forest rather than an "urban" forest. "Urban" forests are planted after development and typically consist of single species, regularly spaced trees planted in a row between the sidewalk and the street. An "urbanized" forest exists before development and is characterized by its diversity in species, age and randomness in tree location resulting in meandering streets of varying width.

To many, the "urbanized" forest is *the* character-defining feature that makes Carmel-by-the-Sea so unique. The forest, along with the beach and ocean, is the City's largest and most visible natural resource. Homes are nestled into the native Monterey pine and Coast Live oak on a grid of streets that yields to trees more than to engineering expediency. Upper canopy trees impart a distinctive ambiance and identity to the City. Lower canopy trees soften and provide screening of development. Together the mix of upper and lower canopy trees establishes a powerful sense of place.

In a city with few formal street improvements or drainage systems, the "urbanized" forest also serves to convey runoff from the watershed to the beach and Carmel Bay through a variety of natural drainages, swales, and creeks. The forest performs the important functions of absorbing water from the soil, reducing runoff, filtering pollutants, and minimizing erosion. As such, the "urbanized" forest reduces the amount of polluted runoff and in large part, helps the City comply with the National Pollutant Discharge Elimination System (NPDES) Phase II Storm Water permit regulations.

In recent years, the Monterey Pine forest has suffered from a severe outbreak of pitch canker disease spreading throughout much of the City. The initial findings of a survey of the east side of town (east of Junipero Avenue) revealed that 50% of Carmel's pines were



infected with pitch canker and 2% of the standing trees were dead. The City has responded in the past by removing dead and dying trees and disposing of the infected materials. During the years of 1999 to 2001, the Forestry Department removed roughly 180 pitch canker-infected pines. Roughly 70% of those trees (125) were young trees 12" or less in diameter. Up to 70% of the younger trees east of Junipero Avenue now appear to be infected. Older trees are less susceptible to infection and only 30% of these are infected.

The City's Forest, Parks and Beach Department has an ongoing program of replacing dead and diseased pines on public property. The City also has been working on developing a disease-resistant pine and has been successful in planting 15 pines that have so far proved to be completely resistant to the disease. However, the loss of Monterey Pines due to pine pitch canker and other causes on private property continues to be an issue.

The City of Carmel maintains an ongoing survey of trees by species and size, started in 1971. Since that time, the numbers of Monterey pines on public property declined roughly 2%, while the decline on private property has reached 10%. It is unclear whether pine pitch canker is entirely responsible for the decline on private property; there are many other factors including disease, development impacts, and old age. Though many large mature trees can probably survive pitch canker, given the age of the City's Monterey pine forest, coupled with the susceptibility of young trees to the disease, the overall health of the City's pine forest may be in jeopardy. As the number of Monterey Pines declined since 1971, the number of Coast Live Oaks increased 17% on private property and 40% on public property. The increase in oaks, dramatic as it may be, cannot offset the loss of Monterey pines, which impart a very different sense of place for the village.

Steps must be taken to minimize the threat to existing healthy Monterey pines and new seedlings to ensure continued diversity in species, age, and location. This document includes policies to respond to this issue. Disturbance and/or removal of mature and disease resistant trees during construction or other development activities should be avoided. Permit conditions requiring replacement trees for those removed from private land should be monitored and enforced to ensure that the trees are healthy and reach maturity. Replacements should also be in like kind. It is essential that these and other policy directives be carried out to ensure that the Monterey pine forest landscape is protected so that the forested character of this unique coastal village is preserved.

### **Environmentally Sensitive Habitat Areas**

In addition to the urbanized Monterey pine forest, the City of Carmel-by-the-Sea has other environmentally sensitive habitats including wetlands, riparian forest, wet meadow, and coastal terrace prairie. In 1995, the City completed a detailed study of

environmentally sensitive habitat areas (ESHAs) (Jones & Stokes, 1995), which includes specific recommendations for City policies and practices. Relevant policies and recommendations derived from this document are incorporated into this section of the Land Use Plan. Figure 9.7 shows a map of the currently designated ESHA's. The location and types of ESHAs found in Carmel include:

- Pescadero Canyon supports Monterey pine forest that provides watershed protection and a buffer for Pescadero Creek and is part of an important local wildlife habitat corridor, wetland drainage (Pescadero Creek), central coast arroyo willow riparian forest, and wet meadow.
- Mission Trail Nature Preserve supports Monterey pine forest; central coast arroyo willow riparian forest along wetland drainages; coastal terrace prairie; wet meadow; and known occurrences of special-status plant and wildlife species, including Hickman's onion, and Monterey dusky footed woodrat, which are state and/or federal species of special concern, as well as potential habitats for other special-status species.
- Carmel Beach supports dune scrub; unvegetated dunes; a known occurrence of Tidestrom's lupine, a state- and federal-listed endangered species, black legless lizard, a state species of special concern and other potential habitat for other special-status species.

A brief description and management guidance for these resources follows:

**Pescadero Canyon.** Pescadero Canyon, located along the northern boundary of the City, supports two undeveloped segments referred to as Pescadero Canyon East and Pescadero Canyon West. These two segments are part of the larger Pescadero Canyon that extends to the northeast beyond the City's jurisdiction. Pescadero Canyon supports Monterey pine forest along its slopes and riparian and wetland habitat at the bottom of the canyon along Pescadero Creek. Most of Pescadero Canyon is in private ownership and supports some residential development.

The Pescadero Creek watershed begins on marine terrace 6 at the top of Huckleberry Hill and extends down through a succession of geomorphic surfaces to the Pacific Ocean. This succession of marine and dune-covered terraces can be observed along the steep canyon walls. Exposed in the canyon bottom and adjacent side slopes are the soils and shale bedrock of the Monterey formation.

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**Figure 9.7 ENVIRONMENTALLY SENSITIVE HABITAT AREAS**

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Under natural conditions, a high rainfall runoff rate and consequent high discharge into Pescadero Creek would be expected on the Narlon soils of the marine terraces. The natural runoff rate and stream flows in Pescadero Creek have increased beyond natural conditions with development in the Pescadero Creek watershed.

Pescadero Canyon East supports Monterey pine forest along the steep slopes of the canyon. Wetland drainage and two small, planted redwood groves can be found at the bottom of the canyon. Monterey pine forest in Pescadero Canyon East can be found on middle-aged dunes and on shale bedrock. Within this part of the Canyon, Monterey forest on middle-aged dunes is dominant occurring on the upper north-facing slope of Pescadero Canyon, along 2<sup>nd</sup> Avenue. Monterey pine forest on shale bedrock forms a narrow band on both sides of the Creek. Pescadero Canyon East is traversed by a perennial drainage that conveys runoff from the upper reaches of Pescadero Canyon to Carmel Bay. The drainage bottom varies from 3 to 6 feet wide and is generally unvegetated. Wetland plants occur sporadically along the drainage edge. No special-status species have been found in Pescadero Canyon East.

Pescadero Canyon West is characterized by less extreme slopes than are found in the eastern part of the canyon. This flatter area supports a mosaic of wetland drainage, central coast arroyo willow riparian forest, wet meadow, and mixed horticultural species. Pescadero Creek terminates at the western edge of Pescadero Canyon West. In this area of the canyon the creek supports dense riparian forest and wet meadow along its banks. Central coast arroyo willow riparian forest occurs as a dense multilayered forest at Pescadero Canyon West, adjacent to Pebble Beach Golf Course. The riparian forest canopy and subcanopy are dominated by arroyo willow with interspersed dogwood. A mix of native and non-native species characterizes the under-story. Wet meadow also occurs in Pescadero Canyon West, along the southern side of the perennial drainage. The 750-square-foot wet meadow area supports sedge, panicled bulrush and horsetail.

Management guidelines for Pescadero Canyon should be implemented that respond to the following issues of slope and channel stability, habitat enhancement and control of invasive vegetation:

- Reduce erosion and sedimentation into the creek channel and Carmel Bay
- Remove accumulated debris from the creek channel
- Minimize vegetation removal that could destabilize slopes
- Prohibit removal of native vegetation from riparian forest and Monterey pine forest habitat.

- Avoid the introduction and control or reduce the spread of invasive horticultural species
- Require mitigation of impacts associated with development in or near the canyon
- Avoid impacts to wet meadow and other wetland habitat types within Pescadero Canyon East and West and any other environmentally sensitive habitat areas

**Mission Trail Nature Preserve.** Mission Trail Nature Preserve lies along much of the City's eastern boundary and is the largest ESHA in the City. It contains a wide variety of habitat types. To describe this area the Preserve is divided into four planning units: Martin Road Parcel, Park Proper, Flanders Mansion/Rowntree Native Plant Garden and Outlet Meadow. The Preserve supports a vegetation mosaic consisting of Monterey pine forest on inland granitic bedrock and oldest dunes, central coast arroyo willow riparian forest, wetland drainage, wet meadow, coast live oak woodland, coastal terrace prairie and horticultural plantings.

- Martin Road Parcel supports coastal terrace prairie and a population of Hickman's Onion (a federal species of concern).
- Park Proper supports Monterey pine forest on inland granitic bedrock and oldest dunes, central coast arroyo willow riparian forest, wetland drainage, Cottonwoods and coast live oak woodland that is suitable habitat for Monterey dusky-footed woodrat, a federal and state species of special concern.
- Flanders Mansion/Rowntree Native Plant Garden supports Monterey pine forest on inland granitic bedrock with horticultural plantings.
- Outlet Meadow supports central coast arroyo willow riparian forest, wetland drainage, wet meadow, coastal terrace prairie, and Coast Live oak woodland.

Monterey pine forest on inland granitic bedrock is dominant in the Preserve. One small area of Monterey pine forest on oldest dunes occurs in the northern corner of the Preserve. Only 20 percent of the historical extent of Monterey pine forest on oldest dunes remains on the Monterey Peninsula. In general, the Preserve supports mature large Monterey pine with a subcanopy layer of Coast Live oak and a dense understory of shrub, vine, and herbaceous species.

Oak woodland, coastal terrace prairie and several riparian/wetland habitat types complete the mosaic found in the Preserve. A small area of coast live oak woodland occurs in the southeastern corner of the Preserve. The woodland is characterized by a closed canopy of Coast Live oaks with an understory of coyote bush, California blackberry, poison oak and herbaceous species. Coastal terrace prairie occurs along west-facing and south-

facing slopes in the Martin Road Parcel and Outlet Meadow units. These sites appear to occur on old alluvial terraces of the Carmel River. Coastal terrace prairie typically occurs within the zone of coastal fog incursion, on sandy loam. Most stands are patchy and variable in composition, reflecting local differences in available soil moisture capacity.

Saturated soils and flowing water have been observed at the upper edge and lower bottom of the coastal terrace prairie. The presence of this wetland hydrology and a prevalence of hydrophytic wetland plants indicate that part of the coastal terrace prairie may qualify as jurisdictional wetland under section 404 of the Clean Water Act and the Coastal Act.

Two main perennial drainages and several smaller drainages transect the Preserve. The main perennial drainage enters the Preserve at its northern end, runs along its western boundary and forks near the center of the Preserve. At the north end this drainage is generally unvegetated. The steep bank sides are vegetated with Monterey pine and coast live oak with a dense understory of shrubs and vines. French broom dominates the banks along the northern portion of the drainage, grading into a dense central coast arroyo willow riparian forest (near the Eleventh Avenue entrance to the Preserve at Willow Trail). Another perennial drainage feeds into the Preserve from the east, supporting a dense central coast arroyo willow riparian forest.

Central coast arroyo willow riparian forest occurs as a dense, multi-layered forest along the northern boundary of the Preserve. As mentioned above, riparian forest also occurs along a perennial drainage near the western boundary of the Preserve. The riparian forest is characterized by a canopy layer of black cottonwood and arroyo willow with a subcanopy layer of shrub-size arroyo willow and dogwood. In localized areas, invasive horticultural species form a conspicuously dense under-story in the forest and have displaced desirable native riparian species.

Special-status species have been found in the Preserve, including Hickman's onion, a federal species of concern and included on California Native Plant Society (CNPS) List 1B, which includes plants considered by CNPS to be rare, threatened, or endangered in California and elsewhere due to their limited or vulnerable habitat, their low numbers of individuals per population, or their limited number of populations. Federal species of concern are not listed or candidates for listing as threatened or endangered, and they have no formal protection under the Federal Endangered Species Act. The designation merely indicates that U.S. Fish & Wildlife Service (USFWS) is concerned about these species.

Hickman's onion is known from fewer than twenty populations and is threatened by urbanization, grazing, road construction and military activities. A nearby occurrence of Hickman's onion was previously identified along the south side of Hatton Road just east of Mission Trail Nature Preserve (Department of Fish and Game, Natural Diversity Database, 1994). A new population within the Preserve was found during field surveys



in 1995 along the upper eastern edge of the coastal terrace prairie (Jones and Stokes, 1995). This population contains approximately 100-150 individual plants. The area that supports Hickman's onion is maintained by mowing each year. The overall effects on the population from this maintenance activity are unknown and should be assessed through monitoring efforts. Although no other special-status plant species have been located in the Preserve, suitable habitat was identified for several late-blooming species including Gairdner's yampah and Seaside bird's beak.

The presence of one special-status wildlife species, the Monterey dusky-footed woodrat, a federal and state species of special concern, was observed during fieldwork in the Preserve (Jones and Stokes, 1995). As with federal species of concern, state species of special concern are not listed or candidates for listing as threatened or endangered and have no formal protection under the State Endangered Species Act. The designation merely indicates that California Department of Fish and Game (DFG) is concerned about these species and that special consideration should be taken when decisions are made regarding the future of an area containing these species.

Two woodrat nests were observed on the eastern edge of the Preserve and several nests were seen in the Outlet Meadow area. The nests had obvious entrance and exit holes that showed evidence of use and appeared active. Because of the relatively large size and isolation of the Mission Trail Nature Preserve, it has the greatest potential ecological value of all the habitats studied in the City. The dense riparian areas provide potential habitat for yellow warbler. The fairly frequent downed and decomposing logs could potentially be used by the Monterey ornate shrew. Sharp-shinned hawks and Cooper's hawks could use the Monterey pine forest for foraging and nesting.

Management guidelines for Mission Trail Nature Preserve should be implemented that respond to the following issues of habitat quality and enhancement and control of invasive vegetation:

- Reduce erosion and loss of native coastal terrace prairie vegetation
- Enhance the habitat value of the coastal terrace prairie
- Monitor and protect the Hickman's onion population
- Maintain and enhance habitat for the Monterey dusky-footed woodrat
- Prohibit removal of native vegetation from riparian forest habitat
- Reduce the introduction and spread of invasive horticultural species
- Survey for special status plants periodically and manage as appropriate.

**Carmel Beach and Shoreline.** The white sands of Carmel Beach form the entire western boundary of the City. Although largely unvegetated, Carmel Beach does support

scattered areas of native dune scrub and horticultural plantings. Native dune scrub occurs near the corner of Ocean and San Antonio Avenues in the North Dunes area. Species observed in this scrub habitat during the field survey include mock heather, bush lupine, beach sagewort, California blackberry, beach evening primrose, pink sand verben, croton, California sea rocket and ice plant. Coast Live oaks are scattered in the dune scrub. Horticultural plantings occur in scattered locations along the bluffs of the Carmel shoreline. One grove of Monterey cypress occurs along Ocean Avenue, near the dune scrub.

Tidestrom's lupine can be found in and near the dune scrub habitat in the north dunes at Carmel Beach. Tidestrom's lupine is a state and federal listed endangered species and is on list 1B of the CNPS. This is a perennial herb that typically occurs in coastal dune habitat. The species is seriously threatened by coastal development, trampling, and competition from invasive, non-native plants. The Carmel dunes population is a new occurrence first reported in 1995 and contains approximately 280 individual plants (Jones and Stokes, 1995). Other populations nearby can be found at Asilomar State Beach and at several locations in Pebble Beach. At Carmel, the plant is associated with beach sagewort, mock heather, beach evening primrose, bush lupine and wildrye. While the local population appears viable the habitat conditions for Tidestrom's lupine is degraded from public use and the spread of invasive non-native species. No other special-status plant species have been reported but the habitat is suitable for one-awned spineflower, robust spineflower, and beach layia.

In this area, black legless lizard, a State species of special concern, has been reported as well. Twelve of these lizards were captured in the dunes along the Carmel shoreline in 1984 during a USFWS study (Bury 1985). Currently, potential habitat for black legless lizards exists in the eastern portion of the north dunes area where a small pocket of native dune vegetation exists. Frequent human use of the area and encroachment of non-native species such as ice plant reduce the area's value for legless lizard. The potential for these lizards to still occur along Carmel's shoreline is considered moderate. No other special-status wildlife species are expected to occur along the shoreline.

ESHA Management guidelines for the Carmel shoreline should be implemented that respond to the issues of habitat quality enhancement and control of invasive vegetation:

- Restore, enhance and protect the dunes to improve habitat for Tidestrom's lupine
- Develop interpretive signage to educate the public about dune ecology and discourage trampling of dune vegetation
- Avoid planting and control the spread of invasive, non-native plants

- Monitor the population of Tidestrom's lupine and adjust management programs to retain or increase the size of the existing population
- Determine whether black legless lizards remain along the Carmel shoreline  
Implement habitat conservation and restoration measures if this species is found to exist.

### ***Water Quality, Drainage and Marine Resources***

The City presently coordinates with the Carmel Area Wastewater District, the County of Monterey and other public agencies concerning the status and impact of future development on the water quality of the Carmel Bay Area of Special Biological Significance (ASBS). Since Carmel Bay is not under the direct planning purview of the City, this coordination role is the appropriate response for the City to this concern. Compared to the impact of growth in other areas, the impact of Carmel growth on future water supply and quality is minimal. However, the City has an important role to play in assuring that new development in the incorporated City limits does not contribute to water quality impacts from storm water or drainage discharges into the bay.

Storm runoff onto Carmel Beach has been addressed in two fashions. First, the Association of Monterey Bay Area Governments, in preparation of the area wide 2008 water quality plan, reviewed the issue of runoff. It noted that high-density development has been causing sediment discharge in the area and encouraged local jurisdictions to adopt erosion and sediment control ordinances. Second, and more specifically, the adopted policy of the City is to clean the portions of the beach affected by runoff and sediment deposits after each winter. In this fashion, build-up of potential contaminants is prevented and the general quality of the sand is enhanced. Once each year, the beach is also re-contoured under the policies of the Shoreline Management Plan to reestablish the beach and bluff configuration, which is altered throughout the course of each year by visitor foot traffic.

As a third management approach, the City is developing its NPDES Phase II Storm Water Plan (SWMP) and procedures manual that incorporates Best Management Practices to reduce the negative effects related to storm water runoff. The program outlines six minimum measures to proactively attack the problem of storm water runoff in a semi-urban area like Carmel. Minimum measures of the Storm Water Management Plan (SWMP) shall include:

- Public education and outreach
- Public participation and involvement
- Illicit discharge detection and elimination

- Pollution prevention and good housekeeping for municipal operations
- Construction site storm water runoff control
- Post-construction storm water management in new development and redevelopments.

Best Management Practices (BMPs) include the City's routine street sweeping of roads, parking lots, and the commercial area. The education component informs residents of the consequences of using pesticides/fertilizers, and the benefits of cleaning up after pets. BMPs will address construction site "do's and don'ts." The City also has installed large storm water filter devices at the ends of Ocean Avenue and Fourth Avenue. Additional storm water filter systems are being installed at Sunset Center and at Eleventh Avenue/Torres Street near Mission Trail Nature Preserve. These systems collect runoff from the commercial area and the Ocean Avenue corridor removing debris and suspended materials before conveying runoff directly to the beach or into Mission Trail Nature Preserve and ultimately into Carmel Bay. Additionally, the Carmel Shoreline Management Plan includes a commitment to evaluate the feasibility of retrofitting storm water outfalls on the beach south of Ocean Avenue with filtration or treatment devices.

## Goals, Objectives and Policies

### *Beach Maintenance and Shoreline Protection*

**G9-10** Establish and implement a comprehensive shoreline management program for the beach, bluffs and dunes that mitigates degradation caused by public use and natural forces.

**O9-28** Minimize erosion of the bluffs.

**P9-157** Pursue scientific studies that document physical processes occurring at Carmel Beach (e.g. sediment transport, sand bar dynamics and influences from the Carmel Offshore Canyon). Seek funding for such studies from governmental agencies.

**P9-158** Obtain and maintain an accurate digitized map of the Carmel shoreline to develop the City's beach management and maintenance policies. Analyze shoreline changes to facilitate early identification of erosion hot spots, sand sediment losses/gains, migration of engineered revetments, and other long-term impacts.

- P9-159** Place a series of permanent surveyed benchmarks running the length of Carmel Beach. The surveyed benchmarks shall be described in relation to National Geodetic Vertical Datum (NGVD) and identified through permanent markers, benchmarks, survey position, written description, reference numbers, et cetera to allow measurements to be taken at the same location in order to compare information between years.
- P9-160** Prepare as-built plans showing the extent of all armoring in the SMP plan area in relation to the existing topography and other relevant features (including the top of bluff, base of bluff, sand-bluff interface, sandstone platforms, Scenic Road, Scenic Road pathway, and utilities in the Scenic Road right-of-way, etc). The as-built plans shall indicate vertical and horizontal reference distances from the surveyed benchmarks to the survey points on each structure for use in future monitoring efforts.
- P9-161** Protect public access, Scenic Road, and the aesthetic character of the coast by maintaining existing seawalls and engineered revetments and by installing new protective structures when warranted. When any existing seawalls or revetments need to be replaced or substantially reconstructed, review seawall and revetment design alternatives, as well as other beach management strategies and determine the best balance among objectives for access, aesthetics and protection of coastal resources (biological, geological, and recreational). Protect the natural character and features of the Del Mar Dunes by prohibiting the construction of any new shoreline protective structures unless required for public safety, access or habitat preservation. For the beach and shoreline area south of Eighth Avenue, only consider the installation of new protective structures after careful review of alternatives and when found to be warranted for protection of existing structures and access amenities from erosion risks. Mitigate the impacts of shoreline protective structures on visual quality and beach dynamics using landscaping, sand management and prudent engineering.
- P9-162** Construct new shoreline armoring in areas previously unprotected only when required to protect existing structures in danger of erosion or wave action and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Require any approved structures to include native landscaping (screening), be visually compatible with existing seawall designs, address

drainage, incorporate visual mitigation, sand coverage for revetments, and golden granite facing for seawalls.

- P9-163** Encourage the use of existing stairs, trails and pathways, and discourage off-trail “short cuts” on or over the bluff face. Install landscaping barriers at each “short cut” on the face of the bluffs and immediately restore damaged landscaping.
- P9-164** Perform monitoring and maintenance of shoreline facilities and protective structures throughout the year including restoration of damaged vegetation, public facilities, infrastructure and access facilities. Restore sand levels annually and replace or repair damaged vegetation as needed.
- P9-165** Evaluate the storm-water outfall system for purposes of reducing impacts to the beach environment. Consider options to modify and/or remove outfalls and replace or retrofit storm drains with filters or treatment devices to reduce impacts on the shoreline environment.
- P9-166** Runoff from storm water outfalls shall be conveyed onto Carmel Beach in a non-erosive manner (i.e. runoff shall be discharged so as to minimize erosive forces.)
- P9-167** Prohibit any construction of substantial or permanent structures on the beach or within Carmel Bay except where required for public health, safety, access or maintenance. Require design review for any structure proposed and minimize conflict with the scenic and aesthetic character of the shoreline environs through such review.
- P9-168** Ensure that the design of seawalls and engineered revetments are consistent with the aesthetic character of established structures. Continue to use golden granite (or better materials) for exposed vertical seawalls in locations where shoreline protection has been determined necessary. If vertical seawalls are not feasible, but engineered revetments may feasibly be installed, minimize the seaward encroachment of these structures and reduce the visual impact by burying stone revetments with beach sand and/or topsoil and native landscaping.
- P9-169** Prohibit the placement of loose rock on the beach. When any part of a rock revetment migrates from an engineered structure

reposition it to maintain engineering stability or remove it from the beach.

- P9-170** Protect the flat area/tidal zone of the beach for recreational use and, to the extent feasible, avoid shoreline protective structures that reduce the amount of beach area available for public recreation.
- O9-29** Explore alternatives for maintaining the sand elevation at the foot of Ocean Avenue to facilitate public access. Cover with sand all exposed engineered revetments along the length of Carmel Beach.
- P9-171** Each spring inspect the volume of sand at locations along the backshore and determine if it is appropriate and timely to reestablish the sand to a higher elevation. The use of heavy equipment is authorized for redistributing beach sand to rebuild the dunes and cover revetments. Minimize impacts on public access and protect public safety during this process.
- P9-172** As described in the Shoreline Management Plan, sand and bluff profiles shall be surveyed in 2003 and again in 2005 to establish a baseline. Thereafter, a set of sand profiles shall be taken at five-year intervals (beginning in 2010) to establish an ongoing record of shoreline trends (i.e., volume and natural rate of accretion and/or loss of beach sand) on Carmel's beaches and bluffs. For each set of profiles measurements shall be taken (1) at mid-Winter when sand is at its lowest, (2) at Spring, prior to sand redistribution activities, (3) at early Summer, immediately following sand redistribution and (4) in the early Fall, before sand begins its retreat offshore.
- P9-173** After each ten-year period of monitoring beach sand elevations (beginning at 2005), review all available data and make preliminary determinations regarding the effects of seawall structures and sand redistribution activities. If warranted, investigate options for beach nourishment using offshore deposits or other sources that match Carmel Beach sand to replenish the beach and protect its width. The program shall at a minimum: 1) identify potential sources of beach quality sand; 2) include testing and screening for determining the acceptable quality and quantity of beach material; 3) identify placement locations; 4) establish placement methods and any restrictions on work timing or methods.

- P9-174** Maintain Carmel Beach as a public recreational resource. If the results of the City's beach monitoring program conclude that the beach has been losing sand over time, develop, implement, and then further monitor and evaluate a beach nourishment program to maintain or increase the available volume of sand.
- P9-175** Maintain records of the volumes of sand moved and the volumes needed to cover each engineered revetment. When revetments fail or need to be substantially reconstructed or replaced, consider vertical seawalls as a preferred alternative unless monitoring data and/or engineering requirements favor an engineered revetment design.
- P9-176** Mitigate or minimize all impacts to both marine and terrestrial resources when performing sand redistribution.
- P9-177** Prohibit motorized vehicles and motorized recreational equipment on Carmel Beach, sand dunes and other City owned parkland. This prohibition does not apply to city and contracted maintenance vehicles or public safety vehicles.
- O9-30** Perpetuate the mix of native dune and horticultural plants in an informal beach landscape.
  - P9-178** Continue the use of Monterey cypress as the predominant tree species on the beach bluff and North Dunes. The exact number of trees may vary over time, but whenever a tree dies or is lost during a storm, replacement trees should be planted in approximately the same location. Maintain a low-to-medium density of trees (40 to 60 trees) in the North Dunes.
  - P9-179** Encourage neighborhood cooperation and volunteers to assist City staff with the care of the landscape along the pathway.
  - P9-180** Maintain an attractive mix of plant material that favors native species and other, drought-tolerant, noninvasive species.
  - P9-181** Restore dune areas to improve habitat for Tidestrom's lupine and other native dune plants.
  - P9-182** Prohibit planting and control the spread of invasive non-native plants.



**P9-183** Improve habitat values for the preservation of the California black legless lizard.

**P9-184** Encourage the extension of the City's Pathway landscape style onto neighboring properties:

- Bring all City-owned property along this portion of Scenic Road into compliance with the approved Pathway plan.
- Encourage private property owners to draw from the broad palette of plants used in the Pathway design.
- Make presentations to the Scenic Road Property Owner's Association about this concept and share with the Association the plant list and a list of local suppliers.
- Encourage the use of plants from this palette when reviewing projects on Scenic Road through the Design Review processes.

**P9-185** Evaluate the Pathway landscape, including plant selection and associated design elements in consultation with a coastal landscape specialist; identify sites that require revitalization and implement restoration based on the Pathway Design Plan. Address the most severely impacted sites first.

**O9-31** Maintain the vegetation and trees along the shoreline in a safe and healthy condition.

**P9-186** Protect Monterey cypress from structural damage caused by high winds. Develop a proactive trimming program to reduce length and weight of limbs and branches.

**P9-187** Prune or repair trees immediately following limb failure to mitigate any safety hazards. At other times, trees may be pruned in accordance with City policy, keeping public safety, access and the tree's health as the primary goals.

**P9-188** Pruning of vegetation will be done as needed for the health of the plants. This is a natural landscape and formal garden pruning is to be avoided. The pathway must be kept clear of overgrowth and periodic pruning is desired. However, neat straight edging is discouraged. Prevent shrubs from growing too high and blocking views of the ocean through the Cypress trees along the Beach Bluff Pathway.

**O9-32** Continue implementation of the *Shoreline Emergency Action Response Plan* to minimize the dangers to public safety and facilities that may be caused by winter storms or other natural disasters.

**P9-189** Maintain the existing shoreline maintenance and emergency reserve account. Build fund balances over time, to the extent feasible, to handle future emergency repairs at the beach.

**P9-190** Consider beach-related projects that address public safety and access as high-priority projects when preparing budgets.

**O9-33** Keep the beach free of refuse.

**P9-191** Provide sufficient trash containers at the beach. Regularly patrol the beach and Del Mar area to remove all litter and excess charcoal from the sand, bluffs and parking lot.

**P9-192** Encourage volunteer programs for beach and bluff clean-up activities.

**O9-34** Protect the fragile dunes and sensitive plants in the Del Mar Dunes and North Dunes against any significant disruption of habitat values.

**P9-193** Provide signage prohibiting fires in the dunes area. Consider using doors on restroom stalls for posting beach rules and regulations.

**P9-194** Continue Police Department enforcement of the no-fire regulation north of 10<sup>th</sup> Avenue and especially in the North Dunes and Del Mar Dunes areas.

**P9-195** Restore, maintain and enhance the degraded habitat in the Del Mar Dunes area to enhance environmental resources and aesthetics. Protect sensitive habitat and special-status species through development and implementation of the Del Mar and North Dunes Master Plan.

### ***Urban Forests, Parks and Open Spaces***

**G9-12** Protect, conserve and enhance the unique natural beauty and irreplaceable natural resources of Carmel and its Sphere of Influence, including its biological resources, water resources, and scenic routes and corridors.

- O9-35** Protect, conserve and enhance designated open space, the urban Monterey pine forest, beach and shoreline, the sensitive habitats and the hillside areas, and acquire additional open space as deemed appropriate.
- P9-196** Maintain and preserve the shoreline in a manner that will ensure their availability for public use and enjoyment and preserve the natural condition in conformance with the adopted Carmel Shoreline Management Plan.
- P9-197** Maintain a Park Overlay District to ensure that development of private property adjacent to parks and open spaces is compatible with their continued enjoyment.
- P9-198** Maintain a Beach Overlay District for the purpose of providing a method of review and control for private property that is adjacent to public beach lands. Ensure that the development of private property is compatible with public enjoyment of the beach as a coastal resource.
- P9-199** Preserve and protect areas within the City's jurisdiction, which due to their outstanding aesthetic quality, historical value, wildlife habitats or scenic viewsheds, should be maintained in permanent open space to enhance the quality of life. Such acquired areas would be left in a natural state or restored for aesthetic and/or wildlife purposes.
- P9-200** Continue Carmel's tree preservation program and encourage the use of indigenous or native plants.
- P9-201** New development shall protect areas of unique scenic quality (eg. Scenic Road, Junipero Ave, Torres & 3rd, etc.). Development in these areas shall be sited to protect public views to and along the coast, minimize impacts via landform alteration, and be visually compatible with the character of surrounding areas.
- G9-13** Preserve and enhance the City's legacy of an urbanized forest of predominantly Monterey pine, coast live oak and Monterey cypress.
- O9-36** Maintain a Forest and Beach Commission and a Forest, Parks and Beach Department that have specific responsibility and jurisdiction for the health and well-being of the forest, parks and beach.
- P9-202** Review periodically all existing tree-related ordinances and policies in the Forest Management Plan/LCP. Propose changes to

- bring them into alignment with new advances in urbanized forest management practice.
- P9-203** Conduct the forest program in accordance with a coherent body of laws, goals, policies and guidelines.
  - P9-204** Coordinate all functions of the urban forest program through the City Forester.
  - P9-205** Commit resources necessary to support the forest, parks and beach programs.
- O9-37** Maintain a Citywide map and database of trees and landscaped areas to support tree planting and maintenance programs.
- P9-206** Complete a Citywide survey and database update every four years. Compile the data by size of tree and species in an electronic format. Also survey replacement trees required by permit conditions of approval. Report survey information and the status of replacement trees to the Forest and Beach Commission and Planning Commission at the conclusion of each yearly survey. Continue to monitor replacement trees for at least one survey cycle (i.e., 4 years).
  - P9-207** Require more open space on sites with significant forest resources based on site conditions as warranted to preserve the integrity of the urbanized forest.
- O9-38** Maintain, restore and enhance the upper and lower tree canopy of Carmel's urbanized forest.
- P9-208** Implement adopted tree density policies for private and public property as appropriate to each site taking into consideration neighborhood characteristics and site constraints.
  - P9-209** Establish and implement tree canopy policies for the commercial district.
  - P9-210** Maintain a list of tree species that could qualify as indigenous upper and lower canopy trees, for the purposes of meeting tree density and replacement policies.
  - P9-211** Maintain, restore and enhance a predominantly indigenous forest of native Monterey pines and coast live oaks.

- P9-212** Avoid encroachment within the root protection zone of significant trees. Removal of live Monterey pine trees to facilitate residential development is prohibited unless necessary to provide a viable economic use or protect public health and safety.
- P9-213** Review all projects involving an increase in lot coverage or tree removal and apply the adopted tree density policy as appropriate to each neighborhood and site conditions. Preserve upper and lower canopy trees classified as significant when planning and implementing residential and commercial development.
- P9-214** Promote natural regeneration of the forest and retention of seedlings by maintaining natural ground surfaces.
- P9-215** Use tree species and sizes well adapted for each planting site.
- P9-216** Manage the tree-planting program to achieve an uneven-aged, healthy forest with particular emphasis on native Monterey pines and coast live oaks.
- P9-217** New development shall be sited and designed to avoid or minimize significant adverse effects to the forest. Avoid projects that significantly increase building footprint to the detriment of trees. No grading, compaction of soils, construction of building walls or placement of impermeable surfaces within six feet of trees classified as significant shall be permitted.
- O9-39** Implement policies, standards and procedures to regulate removal, pruning, and replacement of trees on private property.
- P9-218** Permit the City Forester to act on requests for the removal and pruning of all trees growing on public and private property.
- P9-219** Report sites that are non-conforming with standards for permeable surface lot coverage when applications for tree removal or pruning permits are filed.
- P9-220** Permit the City Forester to apply special procedures for tree removal and pruning during emergencies.
- P9-221** Record and monitor replacement trees to ensure their establishment and growth to maturity.
- P9-222** Require ample and appropriate landscaping and tree plantings on all sites. Determine what is appropriate for each site by consulting

the recommended tree density as appropriate to each neighborhood. Special emphasis must be paid to construction sites. Required replacement trees shall be of substantial size, caliper and height to produce an immediate visual impact and to reduce the incidence of unauthorized removal.

- P9-223** Require a documented site assessment, or meeting between a planner, City Forester, and the property owner/developer, on each proposed construction site to discuss tree preservation and planting. Establish tree protection zones and suitable locations for development through this process. This shall be done before plans have been drawn.
- P9-224** Evaluate, protect and preserve all trees (and their root zones) on sites prior to, during, and after construction. Ensure that all building sites abide by appropriate tree protection and preservation standards and guidelines provided in the Forest Management Plan.
- O9-40** Perform all tree work and landscaping within the City in accordance with City codes and policies and uniform planting practices that reflect the best current knowledge of tree and plant care.
- P9-225** Maintain close cooperation among all public agencies, tree services, arborists, landscape architects, gardeners and utility companies affecting the urban forest.
- P9-226** Require that all City departments, utility companies, tree service companies, arborists, landscapers and gardeners adhere to the adopted Tree Maintenance Standards policies and guidelines.
- P9-227** Provide a comprehensive training program for City staff and encourage employees to become Certified Arborists or Certified Tree Workers under the standards of the International Society of Arboriculture.
- P9-228** Negotiate with the Public Utilities Commission and utility companies to adopt minimal line clearance standards to give special attention to Carmel's urbanized forest.
- O9-41** Maintain a healthy forest.
- P9-229** Work in concert with other area foresters and arborists, the Monterey Pine Forest Ecology Cooperative, the Pitch Canker Task

Force, Oak Mortality Task Force and university researchers to address acute concerns to the health of the forest.

- P9-230** Monitor tree pest and disease problems and take appropriate measures to minimize their impact.
- P9-231** Foster healthy and disease resistant trees and avoid widespread application of pesticides.
- P9-232** Investigate ways to discourage large trucks from using streets with low tree limbs.
- P9-233** Plant native Monterey pine seedlings of different genotypes to maximize resistance to diseases and make these seedlings available to the public.
- P9-234** Minimize risk to trees by regulating the use of heavy equipment.
- P9-235** Properly dispose of diseased trees and recycle tree waste
- P9-236** Avoid disturbance and fragmentation of large intact stands of Monterey pine.
- P9-237** Minimize the spread of pitch canker through appropriate methods (sterilize equipment, appropriate disposal of cuttings, etc.).
- P9-238** Conduct most City pruning activities on Monterey Pine and other conifers during winter months when insect populations are less active and when bird, raptor and mammal populations are not nesting.

**O9-42** Educate and involve the public in tree issues.

- P9-239** Undertake an active program of community outreach and education.
- P9-240** Publish timely tree care articles in local news media.
- P9-241** Encourage monetary and other contributions in support of the urbanized forest program.
- P9-242** Provide the City Council, Planning Commission and Forest and Beach Commission with information on an annual basis from the ongoing tree survey regarding projected changes in the composition of the forest and recommendations for policy amendments.

**P9-243** Involve citizen groups in forestry programs so that forest-related subjects are seen as community issues that require broad based involvement and support.

**G9-14** Maintain and enhance the informality of streetscapes.

**O9-43** Remove or reduce unnecessary or excessive hardscape and other nonconforming encroachments on City parklands and within street rights of way to provide for and promote planting of trees and native vegetation.

**P9-244** Require at the issuance of a building permit, the abatement or retroactive approval of any nonconforming encroachments in the public right-of-way.

**P9-245** Look for opportunities to reduce or eliminate hardscape areas Citywide on public and private lands. Identify hardscape in the public rights-of-way and on-site that does not meet current policies or codes during preliminary site assessments and/or design review for all projects in the R-1 District. Require that project landscaping plans include the public rights of way.

**P9-246** Continue the practice of painting only the vertical portion of the curb on the west side of Scenic Road for traffic control.

**O9-44** Use mini-parks and islands for planting trees, with an emphasis on native Monterey Pines, oaks, and other native vegetation.

**P9-247** Identify opportunities for new trees, removal of invasive plants and landscaping to enhance streetscapes during planning for street reconstruction projects.

**P9-248** Recognize the City's narrow street paving, roadside vegetation and overarching canopy as important elements contributing to the streetscape, pedestrian circulation, traffic calming, community aesthetics and environmental enhancement. Identify character-defining features of roadways and retain and enhance these features when planning and implementing street improvements, repairs and reconstructions.

**O9-45** Incorporate adequate landscaping and trees of the urbanized forest in all public construction projects.



**P9-249** The City staff member responsible for any public project shall involve the Forest, Parks and Beach Department through the planning and implementation stages of the project.

**P9-250** Include funding for the design and installation of landscaping as part of each public project.

**G9-15** Preserve and acquire open space and parks.

**O9-46** Maximize the amount of open space in the City and sphere of influence by establishing development fees and/or other methods to fund open space acquisition.

**P9-251** Resist the transfer of open space to other uses.

**P9-252** Encourage rezoning to open space.

**P9-253** Actively pursue the preservation of existing open space within the City's sphere of influence.

**O9-47** Restore and maintain open space to its natural state.

**P9-254** Establish and implement a procedure for removal of invasive vegetation.

**P9-255** Minimize removal of native vegetation.

**P9-256** Identify and protect environmentally sensitive habitat areas against any significant disruption of habitat values. Only uses dependant upon those resources shall be allowed. For private lots of record within ESHA, establish a transfer of development rights program using credits of water, floor area, density or some other development parameter to relocate development to less sensitive areas.

**P9-257** Preserve and protect wetlands.

**O9-48** Optimize public use of City parks.

**P9-258** Implement the recommendations of all existing Master Plans considering prioritized needs and available funding:

- a. Mission Trail Nature Preserve Master Plan
- b. Shoreline Management Plan

c. Forest Hill Park Master Plan

**P9-259** Develop and implement specific plans, master plans or other programs in other areas where needed.

**P9-260** Provide for public access and passive enjoyment of City parks and open space.

**P9-261** Provide and maintain informal trails if there is public demand.

**G9-17** Conserve water and minimize storm runoff

**O9-49** Maximize retention of surface water on each site through site design and use of best management practices.

**P9-262** Where feasible, direct street runoff to open space areas on public or private property for percolation into the soil.

**P9-263** New construction plans should include design features to enhance surface water percolation. Where practical, runoff from the roof, driveway and other impervious surfaces shall be collected and directed into pervious areas on the site (landscaped areas) for infiltration in a non-erosive manner, prior to being conveyed off-site.

**P9-264** Encourage homeowners to absorb surface water on their own property. Implement development standards that minimize runoff and the amount of area paved with impervious surfaces. Encourage homeowners and commercial property owners to install cisterns for landscaping to decrease water use and to reduce runoff.

**P9-265** Implement the public rights of way design guidelines for the commercial district that call for sand-set pavers for all sidewalks and patios and includes collection of roof drainage to irrigate landscaping and street trees.

**O9-50** Landscape with drought tolerant plants, shrubs and trees of the urbanized forest.

**P9-266** Provide to the public an established list of indigenous and non-indigenous drought tolerant plants.

**P9-267** Require approval of landscape plans for drought-tolerance and trees by the Forest and Beach Department on new construction at

Final Design Review or before issuing a building permit. Include specifications for location, species, size and planting guidelines for all required replacement trees in this review.

**O9-51** Minimize the use of potable water for landscape irrigation.

**P9-268** Use low output sprinkler heads and/or drip irrigation for landscape irrigation systems.

**P9-269** Use on-site water retention devices to capture precipitation or surface runoff for landscape maintenance purposes.

### ***Mission Trail Nature Preserve***

**G9-18** Preserve the forested tranquil atmosphere of Mission Trail Nature Preserve.

**O9-52** Preserve and enhance the vegetative diversity in Mission Trail Nature Preserve consisting of Monterey pine forest, central coast willow riparian forest, wet meadow, coast live oak woodland, redwood, box elder, cottonwood, coastal terrace prairie and horticultural plantings.

**P9-270** Continue the annual Monterey pine seedling planting during the winter of each year (utilizing the seed collecting guidelines of the Genetic Resources Conservation Program of the University of California, Davis in order to maintain appropriate genetic diversity). Enhance efforts to replant and maintain native tree species similar to nearby native riparian vegetation.

**P9-271** Avoid removal or pruning of native riparian vegetation except for drainage channel and road/trail clearance and/or for the purpose of new native indigenous tree/shrub establishment.

**O9-53** Enhance the coastal terrace prairie habitat on the west and south facing slopes in the Martin Road parcel and between the Outlet Meadow and Ladera Drive.

**P9-272** Remove by hand nonnative shrubs and their roots invading these areas during late spring when soils are moist and before seed/seed pods become viable.

**P9-273** Avoid further erosion and loss of native coastal and terrace vegetation.

**O9-54** Reduce the introduction and population of invasive horticultural species in the Preserve.

- P9-274** Provide residents of adjacent properties with a list of plants that are compatible with the native vegetation of the Preserve. Encourage use of this list as a guide for planting private landscapes. Additionally, provide a list of invasive plants to avoid.
- P9-275** Organize volunteer work groups to remove non-native plants from the Preserve. The California Department of Forestry and Fire Protection crews from Gabilan Camp could be used to assist in this effort.
- G9-19** Protect, maintain and enhance the rare coastal habitats and associated plants and animals within Mission Trail Nature Preserve.
- O9-55** Prepare annual maintenance plans for habitats within the Preserve. Encourage native vegetation to re-establish on sites previously mowed, cut, or invaded by exotic species.
- P9-276** Allow willows to grow in the riparian corridor and the wet meadow.
- P9-277** Consider removal of both intentionally introduced plants and invasives by instituting an annual program through joint efforts of contract workers and volunteers.
- P9-278** Research the most appropriate time for mowing grasses to encourage the growth of native plants and discourage exotics and schedule accordingly.
- O9-56** Monitor and protect the Hickman's onion population found in the Preserve.
- P9-279** Consider retaining a qualified volunteer botanist to monitor the population of Hickman's onion to determine if current management practices and public use of the coastal terrace prairie are affecting the viability of the population.
- P9-280** Limit access in the coastal terrace prairie during winter and spring months when soil disturbance could affect the species.
- O9-57** Maintain and enhance habitat for Monterey Dusky-Footed Woodrat (a special-status wildlife species), in accordance with recommendations of a qualified wildlife biologist.

- P9-281** Consider retaining a volunteer biologist to monitor the rat's population and develop a management plan to help ensure its survival.
- P9-282** Minimize disturbance within 200 feet of any Woodrat nests.
- P9-283** Prohibit cleaning of City maintenance equipment in the Preserve.
- G9-20** To preserve the natural drainage of Mission Trail Nature Preserve and enhance wetlands.
- O9-58** Maintain natural drainage patterns except where erosion or human safety problems may be created. Maintain the existing creek bed and preclude it from becoming debris clogged.
- P9-284** Remove fallen trees and limbs from the stream channels as needed. Place natural boulders and creek cobbles to prevent erosion only in situations where private property or public safety is at risk.
- P9-285** Repair stream bank deterioration as it occurs, and remove inert debris and new growth to the extent that they prohibit water flow within the established channel. Projects of this nature shall be reviewed by the Forest and Beach Commission, similar to its review of street projects.
- P9-286** Maintain a box culvert inlet adjacent to Rio Road to prevent flooding.
- P9-287** Consult with appropriate agencies regarding wetland management.
- P9-288** Preclude manmade objects from inhibiting drainage along the road in Mission Trail Nature Preserve.
- P9-289** Maintain the shoulders and cross flows on the Preserve bed to insure surface water can easily enter the creek.
- P9-290** Clean and grade road shoulders and maintain culverts at least twice yearly, to insure continuous drainage. Trimming by the Forest and Beach Department will be conducted to the extent necessary to allow access by the City maintenance equipment and fire apparatus.
- O9-59** Provide reasonable low-impact uses of the Mission Trail Nature Preserve for the enjoyment of its natural surroundings and plant and wildlife inhabitants.

- P9-291** Maintain and make available an up-to-date printed brochure that offers Preserve users helpful information. The brochure would also offer appropriate explanations for Preserve use restrictions.
- P9-292** Provide maximum public access to and within Mission Trail Nature Preserve that is easy to maintain and protects environmental resources.
- P9-293** Formalize a trail through Martin Meadows.
- P9-294** If retained by the City, preserve the Outlands property and grounds at Mission Trail Nature Preserve consistent with its status as a nationally registered historical resource.
- P9-295** If retained by the City, utilize the Outlands property at Mission Trail Nature Preserve in a manner beneficial to the residents of Carmel-by-the-Sea while minimizing its expense to the City.
- P9-296** If retained by the City, support uses at the Outlands property that are compatible with its location in Mission Trail Nature Preserve and adjacent to the Rowntree Native Plant Garden and Hatton Road neighborhood.
- O9-60** Maintain the Rowntree Native Plant Garden within Mission Trail Nature Preserve as an area where the general public can view and study native California plants and trees. The goal is that the knowledge gained will lead to an expanded use of California native plants in private landscapes.
- P9-297** Create and maintain a demonstration garden for native flowers in Mission Trail Nature Preserve.
- P9-298** Label native plants and areas in the garden at Mission Trail Nature Preserve with identifying and explanatory information.
- O9-61** Consider establishing a Volunteer Committee to assist the City Forester and staff in responsibility for the garden at Mission Trail Nature Preserve.
- P9-299** Maintain communication between Forest and Beach Commission and Monterey Bay Chapter of the California Native Plant Society.
- P9-300** Recruit and train volunteers to plant, weed, water and care for the garden in Mission Trail Nature Preserve under the direction of the Forest, Parks and Beach Department staff.

**P9-301** Schedule and advertise volunteer workdays as needed to maintain the garden in Mission Trail Nature Preserve.

**G9-21** Maintain Mission Trail Nature Preserve using great care to avoid degradation of resources.

**O9-62** Implement the Mission Trail Nature Preserve Master Plan maintenance provisions.

**P9-302** Repair stream bank deterioration as it occurs, and remove inert debris and new growth to the extent that they prohibit water flow within the established channel. (Annually: September - October.)

**P9-303** Clean and grade road shoulders and maintain culverts to ensure continuous drainage. Trim vegetation to the extent necessary to allow access of equipment (Annually: September - October.)

**P9-304** Remove fallen limbs and trees from stream channels (As needed.)

**P9-305** Place rip-rap to prevent erosion only in situations where private property or public safety is at risk (as needed.)

**P9-306** Mow meadow grasses to reduce the risk of fire (June.) if consistent with special status plant management needs.

**P9-307** Maintain Serra Trail to allow access of emergency vehicles (Semiannually.)

**P9-308** Remove dead/hazardous trees only as needed. Leave dead trunks in place when not hazardous to provide habitat for woodpeckers and other fauna.

**P9-309** Conduct trail maintenance and clearance (June - August.)

### ***Environmentally Sensitive Habitat Areas***

**G9-22** Identify, protect and manage Environmentally Sensitive Habitat Areas (ESHAs) to ensure their long-term integrity and the biological productivity of these habitats.

**O9-63** Monitor, study and develop effective management programs for the City's parks and ESHAs. Endeavor to reduce conflicts between environmental protection and use of public and private property within ESHAs.

- P9-310** Support public ownership of sensitive habitats and encourage public-private partnerships for the long-term management of habitats.
- P9-311** Regulate the removal or alteration of riparian vegetation within identified ESHAs to protect riparian habitats.
- P9-312** Maintain and enhance the resource value of environmentally sensitive habitat areas in consultation with a qualified biologist and in coordination with the California Department of Fish and Game. Remove any non-native, invasive vegetation from sensitive habitats.
- P9-313** Implement a Transfer of Development Rights program to allow owners of single-family residential lots containing ESHAs to transfer water credits, density, floor area or some other form of development credit to other property within the City as an alternative to the development of their lots. If this proves infeasible, allow such lots to be developed with one single-family house limited in size to not more than 50% of the standard floor area for the lot, sited and designed to avoid or, if avoidance is not possible, minimize disturbance of the ESHA to the greatest degree possible. Also consider purchase of private ESHA properties with assistance from land trust or similar organizations.
- P9-314** Avoid disturbance or degradation of resources when maintenance vehicles and equipment enter sensitive habitat areas.
- O9-64** Reduce the introduction and spread of invasive horticultural species into and within identified ESHAs. Encourage a volunteer program of citizens and property owners to participate in maintenance and enhancement of sensitive habitats. Develop a Stewardship Program based on the premise that resource management is a cooperative effort between the City and its citizens.
- P9-315** Establish a 100-foot buffer measured from the edge of the riparian habitat where fertilizers, pesticides, herbicides, or other chemicals are prohibited.
- P9-316** Prepare and distribute an information pamphlet about the Stewardship Program to educate landowners on the importance of maintaining and enhancing ESHAs and other important habitats that cross over park boundaries and into residential neighborhoods.



- P9-317** Compile and maintain a mailing list of all property owners adjacent to each ESHA. Send periodic mailings or information sheets to property owners concerning various topics, such as maintenance of fire buffers, use of native plants in landscaping to enhance habitats, not feeding feral animals, and removal techniques for common invasive species (e.g., French broom, Cape ivy, etc.).
- P9-318** The information could be distributed by volunteer members to achieve a more personal relationship, thereby, stimulating the Stewardship Program.
- O9-65** Manage environmentally sensitive habitats in Mission Trail Nature Preserve to maintain and enhance their natural integrity. Preserve and protect Mission Trail Nature Preserve native plant, wild animal and bird populations.
- P9-319** Avoid future erosion and loss of native coastal terrace prairie vegetation in the Martin Road Parcel. Improve the foot trail to limit trampling of native vegetation. Install interpretive signage to educate the public on the ecology of the coastal terrace prairie and emphasize the importance of remaining on the trails.
- P9-320** Limit vehicle use in the flat portion of the Martin Road Parcel where the claypan soil readily saturates to the surface and is susceptible to compaction and damage.
- P9-321** Establish a 30-foot vegetation buffer along the perimeter of Mission Trail Nature Preserve. Encourage residents along the Preserve perimeter to remove vegetation to the minimum extent necessary to reduce fire hazards. Maintain vegetation cover along the slopes to reduce erosion.
- O9-66** Manage Pescadero Canyon ESHAs by controlling runoff, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of the creek channel.
- P9-322** Rezone public-owned parcels in Pescadero Canyon to the Park Zone (P-1).
- P9-323** Implement measures to preclude development in Pescadero Canyon. If these prove feasible, allow limited development, consistent with California Coastal Act Section 30240 (a) and (b), taking into consideration as far as possible underlying zoning, on privately owned parcels within the Pescadero Canyon ESHAs. If

development is allowed it shall be setback fifty feet (50') or more (measured from the water line of the creek) based on site-specific biological conditions and soil conditions. Mitigate the impacts of development by controlling drainage, erosion, construction activity, landscaping and by requiring a long-term maintenance plan that monitors and protects environmental resources. (See also Policy P9-301)

**P9-324** Cooperate in regional efforts to manage the entire Pescadero watershed for habitat value and fire safety.

**P9-325** Develop a long-term plan to control surface drainage into the canyon from streets and adjacent parcels. Direct drainage into either the storm water system or to the canyon bottom with erosion-control devices to prevent damage to the riparian and wetland zones.

**O9-67** Ensure that long-term management activities maintain the natural dune ecology of Carmel Beach in a manner consistent with public safety. Protect areas of the beach from the loss of habitat, where special status plant species are growing.

**P9-326** Retain a qualified botanist to monitor the population of Tidestrom's lupine and other special status species on the North Dunes of Carmel Beach. The population should be assessed annually (or based upon a schedule agreed upon by the Department of Fish and Game, Coastal Commission and U.S. Fish and Wildlife Service) to determine if the population is stable and if measures to protect the population should be instituted. If the population appears heavily affected by public use, the City should consider fencing or placing barriers around the lupine habitat on the beach.

**P9-327** Prevent further planting and spread of invasive horticultural species within the dunes at Carmel Beach.

**P9-328** Remove any non-native invasive vegetation from special status habitat to eliminate competition and implement a dune restoration plan.

**P9-329** Implement a Dune Restoration Plan.

**P9-330** Minimize spread of non-native plants.

- P9-331** Conduct black legless lizard surveys and manage appropriately.
- G9-23** Develop, preserve and enhance areas of scenic interest and determine methods to protect key scenic corridors and routes.
- O9-68** Encourage increased use of open space areas for such uses as pedestrian paths and scenic viewpoints that would provide for public enjoyment of these areas.
- P9-332** Enhance the natural resources at Forest Hill Park. Plant Monterey pine seedlings using local genetic stock, according to guidelines provided by the Genetic Resources Conservation Program of the University of California, Davis. Avoid further bank erosion and gullyng at Forest Hill Park by implementing structural measures and soil bioengineering techniques to stabilize the drainage banks.
- P9-333** Support the State and County designated Scenic Highways and related policies, wherever it appears in the best interest of Carmel to do so.
- P9-334** Preserve the significant coastal view from the intersection of Torres Street and Third Avenue and across Vista Lobos, the City owned land near this intersection for public benefit and enjoyment.

### ***Water Quality, Drainage and Marine Resources***

- O9-69** Recognize the natural resources and scenic quality of Carmel as a coastal community and allow uses in the community that are consistent with local needs and the California Coastal Act.
- P9-335** Continue to ensure that development, whether commercial or residential, does not diminish the village character by excessively blocking important public views, private views or disturbing natural topography, significant trees, or native growth.
- P9-336** Promote the placement of utilities underground where feasible and with minimum detriment to the root system of trees.
- P9-337** Maintain, enhance, and where feasible, restore marine resources. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for

long-term commercial, recreational, scientific, and educational purposes (Section 30230, California Coastal Act).

**P9-338** Maintain and restore, where feasible, the biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health, through, among other means, minimizing adverse effects of waste water discharges and entrainment; controlling runoff; preventing depletion of ground water supplies and substantial interference with surface water flow; encouraging waste water reclamation; maintaining natural vegetation buffer areas that protect riparian habitats; and, minimizing alteration of natural streams (Section 30231, California Coastal Act).

**O9-70** Protect and enhance the water quality and biological productivity of local creeks, wetlands, and Carmel Bay through the prevention of point- and non-point-source water pollution.

**P9-339** Develop, Implement, Monitor, and Modify (as necessary) a City-wide Storm Water Management Plan (SWMP) outlining specific tasks, BMP's, and responsibilities necessary to implement the City's National Pollution Discharge and Elimination System permit and to protect water quality. Minimum measures of the Storm Water Management Plan shall include:

1. Public education and outreach
2. Public participation and involvement
3. Illicit discharge detection and elimination
4. Pollution prevention and good housekeeping for municipal operations
5. Construction site storm water runoff control
6. Post-construction storm water management in new development and redevelopments.

Each measure shall identify source control and treatment Best Management Practices (BMP's) designed to control, prevent,

reduce or remove typical runoff pollutants. Typical runoff pollutants describe constituents commonly present in runoff associated with precipitation and irrigation. Typical runoff pollutants include, but are not limited to: paints, varnishes, and solvents; hydrocarbons and metals; non-hazardous solid wastes and yard wastes; sediment from construction activities (including silts, clays, slurries, concrete rinsates, etc.); ongoing sedimentation due to changes in land cover/land use; nutrients, pesticides, herbicides, and fertilizers (e.g., from landscape maintenance); hazardous substances and wastes; sewage, fecal coliforms, animal wastes, and pathogens; dissolved and particulate metals; and other sediments and floatables. The City shall be responsible for evaluating the efficacy of its SWMP and updating it on a regular ongoing basis (i.e., at least once every 5 years or as directed by NPDES Phase II). The SWMP shall be submitted to the California Coastal Commission for its incorporation as an element of the LCP upon completion. Any modification to the SWUP shall be submitted in a timely manner as an LCP amendment.

**P9-340** Coordinate with other agencies in the watershed area to develop public education programs on urban runoff issues and the appropriate roles of individuals, businesses, and government in the implementation of “Best Management Practices” for pollution prevention and control.

**P9-341** Cooperate with regional and state agencies in the detection and elimination of illegal discharges of pollutants into Carmel Bay. Promote the proper disposal of pollutants to the sanitary sewer or hazardous waste facilities rather than the storm drainage system. Establish appropriate inspection criteria for new development and respond to complaints of illegal discharges.

**P9-342** Adopt regulations for the prevention of illegal discharges to streams, wetlands, and the storm drainage system, and for the proper management of urban runoff.

**O9-71** Establish watershed protection policies to guide all new development and redevelopment proposals during the planning, project review, and permitting processes.

**P9-343** Avoid, where feasible, construction on areas particularly susceptible to erosion and sediment loss (e.g., steep slopes). Establish development guidance that identifies these areas and protects them from erosion and sediment loss. Prohibit grading in

areas with slopes of 30 percent or greater from October through April except in response to emergencies.

**P9-344** Retain creek channels in their natural state, and prevent undue erosion of creek banks. Development near watercourses will be regulated to reduce erosion and pollution and to preserve open natural areas.

**P9-345** Preserve or restore areas that provide water quality benefits and/or are necessary to maintain riparian and aquatic biota.

**P9-346** Promote site development that protects natural topography, drainage systems, and surface waters.

**P9-347** Integrate storm water quality protection into construction and post-construction activities at all development sites. Evaluate the ability of each site to detain storm water runoff and require incorporation of detention facilities or other controls as appropriate. As part of site approval or as a condition on a tentative map, require permanent storm water pollution control measures or systems and an ongoing maintenance program, as necessary.

**O9-72** Reduce dependence on drainage structures and pipes for runoff.

**P9-348** Provide development guidelines and permit conditions which: Limit impervious surfaces and the connection of multiple impervious surfaces; implement simple infiltration techniques throughout drainage areas to efficiently manage storm water; infiltrate runoff into the soil, retain runoff for slower release and convey runoff slowly through vegetation; employ treatment controls to capture and treat the polluted runoff before it enters the city's storm drain system or receiving waters; design structural BMPs in compliance with the NPDES Phase II permit.

**P9-349** New roads, bridges, culverts, and outfalls shall not cause or contribute to streambank, hillside, or bluff erosion or creek or wetland siltation and shall include BMP's to minimize impacts to water quality including construction phase erosion control and polluted runoff control plans, and soil stabilization practices. Where space is available, dispersal of sheet flow from roads into vegetated areas or other on-site infiltration practices shall be incorporated into road and bridge design.

**P9-350** New development shall protect the absorption, purification, and retention functions of natural systems that exist on the site. Where

feasible, drainage plans shall be designed to complement and utilize existing drainage patterns and systems, conveying drainage from the developed area of the site in a non-erosive manner. Disturbed or degraded natural drainage systems should be restored, where feasible.

**P9-351** Channelizations, dams, or other substantial alterations of rivers and streams shall incorporate the best mitigation measures feasible, and be limited to (1) necessary water supply projects, (2) flood control projects where no other method of protecting existing structures in the floodplain is feasible and where such protection is necessary for public safety or to protect existing structures in the floodplain or (3) developments where the primary function is the improvement of fish and wildlife habitat.

**O9-73** Use alternative building designs, which improve filtration of water through landscaping and natural areas. Ensure that all development includes appropriate water quality Best Management Practices (BMPs).

**P9-352** All development shall incorporate structural and non-structural Best Management Practices (BMPs). BMPs are methods for controlling, preventing, reducing, or removing typical runoff pollutants. BMPs generally fall into two categories: source control BMPs and treatment BMPs. Source control BMPs are designed to reduce or eliminate the introduction of pollutants into runoff (e.g., regular sweeping/vacuuming of vehicle parking areas). Treatment BMPs are designed to remove pollutants from runoff (e.g., silt fences to trap sediments at construction sites). In order of priority, all development shall: first, limit impervious surfacing and pollutant loading through good site planning; second, reduce pollutant loads through source control; and third, reduce pollutant loads through treatment controls (where appropriate).

**P9-353** Set criteria and establish appropriate design guidelines for structural and nonstructural BMPs; adopt a manual of BMPs to guide project design and engineering. BMPs shall mitigate both construction and long-term water quality impacts. Specify type, location, size, implementation and maintenance schedules as part of the City's SWMP; Maintain BMPs that prevent storm water pollution and address trash disposal, outside storage of materials, vehicle-washing etc.

**P9-354** Implement municipal maintenance programs which ensure: public projects that don't require a permit shall also be subject to water

quality measures, integrate appropriate BMPs in redevelopment projects including storm drain upgrades; use integrated pest management and plan health care strategies as and alternative to applying chemical pesticides and herbicides; provide bags and trashcans to encourage pet waste pick-up in parks, the beach and residential areas.

**P9-355** All structural BMP's shall be inspected, cleaned, and repaired as necessary to ensure proper functioning of the BMP's.

**P9-356** Post-construction structural BMP's should be designed to treat, infiltrate, or filter the amount of stormwater runoff produced by all storms per the requirements of the City's NPDES permit.

**P9-357** New development shall minimize the development footprint and directly connected impervious surfaces, as well as the creation of and increases in impervious surfaces.

**P9-358** New development shall be sited and designed on the most suitable portion of the site while ensuring protection and preservation of natural and sensitive site resources by providing for the following:

- Protecting areas that provide important water quality benefits, areas necessary to maintain riparian and aquatic biota and/or that are susceptible to erosion and sediment loss;
- Analyzing the natural resources and hazardous constraints of planning areas and individual development site to determine locations most suitable for development;
- Promoting clustering of development on the most suitable portions of a site taking into account geologic constraints, sensitive resources, and natural drainage features;
- Preserving and protecting riparian corridors, wetlands, and buffer zones;
- Minimizing disturbance of natural areas, including significant trees, native vegetation, and root structures;



- Using natural drainage as a design element, maximizing the preservation of natural contours and native vegetation;
- Limiting land disturbance activities such as clearing and grading, limiting cut and fill to reduce erosion and sediment loss, and avoiding steep slopes, unstable areas, and erosive soils.

**P9-359** The City shall develop a water quality checklist to be used in the permit review process to assess potential water quality impacts.

**P9-360** Commercial development shall incorporate BMP's designed to minimize or avoid the runoff of pollutants from structures, landscaping, parking, and loading areas.

**P9-361** Restaurants shall incorporate BMP's designed to minimize runoff of oil and grease, solvents, phosphates, suspended solids, and other pollutants to the storm drain system.

**P9-362** Gasoline stations, car washes, and automotive repair facilities shall incorporate BMP's designed to minimize runoff of oil and grease, solvents, car battery acid, coolant, gasoline, and other pollutants to the storm water system.

**P9-363** Storm drain stenciling and signage shall be provided for new storm drain construction in order to discourage dumping into drains.

**P9-364** Permits for new development shall be conditioned to require ongoing maintenance where maintenance is necessary for effective operation of required BMP's.

**P9-365** The City, property owners, or homeowners associations, as applicable, shall be required to maintain any permitted drainage device to ensure it functions as designed and intended. Owners of these devices shall be responsible for ensuring that they continue to function properly and additional inspections should occur after storms as needed throughout the rainy season. Repairs, modifications, or installation of additional BMP's, as needed, should be carried out prior to the next rainy season.

**P9-366** The City, property owners, or homeowners associations, as applicable, shall sweep permitted public and private streets frequently to remove debris and contaminant residue.

- P9-367** New development shall include construction phase erosion control and polluted runoff control plans. For example, such plans may include controls on timing of grading, BMP's for storage and disposal of construction materials, or design specifications of sedimentation basins.
- P9-368** New development that requires a grading/erosion control plan shall include landscaping and re-vegetation of graded or disturbed areas.
- P9-369** The use of efficient irrigation practices and native or drought-tolerant non-invasive plants to minimize the need for fertilizer, pesticides, herbicides, and excessive irrigation will be recommended.